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ABSTRACT

Testimony from a Congressional hearing on police stress and how it affects the well-being of the officers, their families and their work, is presented in this document. An opening statement by Representative Patricia Schroeder is presented. Statements are included from Representatives Frank D. Riggs, George Miller, and Frank R. Wolf. Testimony and/or prepared statements from these individuals are included: (1) Beverly J. Anderson, clinical director/program administrator, the Metropolitan Police Employee Assistance Program, Washington, D.C.; (2) Anthony E. Daniels, assistant director, Training Division, Federal Bureau of Investigation, Quantico, Virginia; (3) Leanor Boulin Johnson, associate professor of family studies, Department of Family Resources and Human Development, Arizona State University, Tempe, Arizona; (4) Jeffrey A. King, officer and peer counselor coordinator, the Metropolitan Police Employee Assistance Program, Washington, D.C.; (5) James T. Reese, supervisory special agent, Assistant Unit Chief, Behavioral Science Services Unit, Training Division, Federal Bureau of Investigation, Quantico, Virginia; (6) Cathy Riggs, former police officer, Santa Rosa Police Department and wife of Representative Frank Riggs (former police officer), Santa Rosa, California; (7) Ellen Scrivner, director, Psychological Services Division, Prince George's County Police Department, Upper Marlboro, Maryland, and president elect, Division of Psychologists in Public Service, the American Psychological Association, Washington, D.C.;, (8) Gary W. Sommers, sergeant, training services, Prince George's County Police Department, Landover, Maryland, accompanied by Kay Sommers, Landover, Maryland; (9) Aristedes W. Zavaras, chief, Denver Police Department, Denver, Colorado; (10) Suzanne F. Sawyer, executive director, Concerns of Police Survivors, Upper Marlboro, Maryland; and (11) William K. Stover, police chief, Arlington County Police Department, Arlington, Virginia. (ABL)

ED338997

ON THE FRONT LINES: POLICE STRESS AND FAMILY WELL-BEING

HEARING

BEFORE THE

SELECT COMMITTEE ON CHILDREN, YOUTH, AND FAMILIES HOUSE OF REPRESENTATIVES

ONE HUNDRED SECOND CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, DC, MAY 20, 1991

Printed for the use of the
Select Committee on Children, Youth, and Families

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ON THE FRONT LINES: POLICE STRESS AND FAMILY WELL-BEING

MONDAY, MAY 20, 1991

House of Representatives,
Select Committee on Children,
Youth, and Families,
Washington, DC.

The select committee met, pursuant to call, at 9:30 a.m., in Room 2322, Rayburn House Office Building, Hon. Patricia Schroeder [chairwoman of the select committee] presiding.

Members present: Representatives Schroeder, Smith, Riggs and Barrett.

Staff present: Karabelle Pizzigati, staff director; Jill Kagan, deputy staff director; Julie Shroyer, professional staff; Thomas Brooks, professional staff; Danielle Madison, minority staff director; Carol Statuto, minority deputy staff director; Elizabeth Maier, professioinal staff; and Joan Godley, committee clerk.

Chairwoman Schroeder. Let me call the hearing to order.

Congressman Riggs and I have decided we are not too awake, but we are going to see what we can. We have been wandering around on the wrong floor.

We thank you very much for being here this morning. We want to talk about this awareness that the Federal Government has gotten way behind on focusing on the tension and the stress that law enforcement officers and their families have been suffering as the rising violence level occurs in our country.

All of the crime bills mainly have been focusing on hardware without really looking at the families and wear and tear on them. We have two distinguished panels to focus on them this morning.

I am going to put my full statement in the record.

[Opening statement of Hon. Patricia Schroeder follows:]

Opening Statement of Hon. Patricia Schroeder, a Representative in Congress From the State of Colorado and Chairwoman, Select Committee on Children, Youth, and Families

I am pleased that today the Select Committee will begin taking a look at conditions of police work that get little attention but can profoundly affect the well-being of officers, their families, and their work.

Each day police officers live on the front lines, often confronting desperate problems and scenes of horror and suffering. Yet we often expect the men and women in blue to police our streets without ever getting the blues. Police are required to mediate disputes, arrest suspects and put their lives on the line without becoming emotionally involved.

Without relief, officers bring society's problems home to their families. These concerns multiply at home because of ever present safety concerns, and the unpredictable and rotating shift schedules that come with the job. Officer and family stress can lead to a range of problems, including emotional numbness, communication breakdown, officer burnout, depression, suicide, alcoholism, and marital problems. Today, there is new evidence that self-reports of family violence are twice as high in police families as in the general population. Because of these problems, the police family often becomes another victim.

Police work involves great danger and risk. In 1989, nearly 22,000 law enforcement officers were injured as a result of line-of-duty assaults. The resulting stress, grief, and suffering placed an additional burden on officers, families, and survivors.

While recognition of the burdens placed on police families has progressed slowly, increased understanding of job-related stress has changed the way that officers confront stressful situations. A few years ago, when an officer shot a suspect, fellow officers were likely to greet the officer by saying, "Good shot." Today, an increasing number of officers prefer to ask, "How are you handling this?" or "Can we have a counselor talk with your family?"

Police departments which provide comprehensive services, unfortunately, are still the exception instead of the rule. Most police departments provide only referrals. Rural and suburban departments typically offer far fewer services than urban departments.

The health and well-being of officers and families should be a national priority. Yet, without departmental assistance, police families seldom know about or can afford psychological services. We must ensure that police departments make the availability of education, stress-reduction training, and family support services an integral part of their work.

Programs which reduce officer burnout and family problems can save money by saving officers. The Los Angeles Police Department reported that, in one year, 63% of disability pensions granted were related to stress or psychological problems. Greater availability of stress-reduction and family support services could save departments thousands by reducing the number of officers who retire prematurely on disability.

Many of the stresses common to police families also occur in military families. With a bit of encouragement, the Department of Defense recognized the need for family support services and established family centers and advocacy programs on military installations. Family centers comprise the primary support network for military families. The 367 DOD Family Centers responded to over 9,250,000 contacts for assistance in 1989.

We usually hear about police when something goes wrong—a serious crime is committed; a police officer is shot or kills someone. Yet, in order to ensure a healthy and effective police force, the everyday needs of police officers and their families warrant attention. Increased research about and services to police families are critical to their well-being and ultimately the well-being of our communities.

I want to convey a special welcome to Sergeant Sommers and Kay Sommers, Cathy Riggs, and Officer King who are or have been on the front lines and know well how important it is to address these aspects of police work. Thank you to all of the witnesses for helping us to understand and to begin making all families a priority.

ON THE FRONT LINES: POLICE STRESS AND FAMILY WELL-BEING

A FACT SHEET

PSYCHOLOGICAL AND SUPPORT SERVICES FOR POLICE AND THEIR FAMILIES GROW DURING 1980s, BUT TODAY'S DEMAND FAR EXCEEDS SUPPLY

- In a 1979 survey of police departments nationwide, only 20% used some type of psychological services, compared with more than half of all departments surveyed in 1988. (Delprino and Bahn, 1988)

- In a national survey of 232 large municipal and state police departments, 53% provided counseling to police officers for job-related stress, 52% provided counseling to officers for personal and family problems, and 42% counseled police officers' spouses and family members. However, the perceived need among departments for these specific counseling programs was 79%, 72%, and 64% respectively. (Delprino and Bahn, 1988)

- In a study of 188 police departments where an officer had died feloniously or accidentally, 54% had a psychological unit, but only 31% offered access to a staff psychologist. Only 5.4% of the departments offered peer counseling and police family response services, 43% made counseling referrals, and 19% paid for outside counseling. Surviving relatives of police officers killed in the line of duty reported a lack of psychological counseling for family members, and feelings of abandonment by the police departments. Nearly 70% of departments surveyed lacked formal policies concerning the death of an officer, including assistance to the families of the slain officer. (Stillman, 1987)

POLICE STRESS UNDERMINES OFFICER AND FAMILY WELL-BEING

- In a 1988 Arizona study of 553 police officers and their spouses, 41% of male officers and 34% of female officers reported violent assaults in their marital relationships compared with 16% of civilians. Over one-third of wives of police officers (37%) reported violence in their marriage. (Neidig, Russell, and Seng, unpublished)

- A 1981 survey of Toronto police officers found a divorce and separation rate of 63%, almost double the national average among Canadians at the time. Recent studies indicate that as many as 75% of police marriages in large metropolitan areas are likely to end in divorce. (Came, et al., 1989)

- A study of 130 California police officers and their spouses found that job burnout is associated with domestic, emotional, and behavioral problems. Yet only 10% of the officers sought counseling or support while 80% of their spouses did. (Maslach and Jackson, 1979)

- Between 1980 and 1981, applications filed for disability pensions at the Los Angeles Police Department (LAPD) increased 82%. Of the 104 disability pensions granted during 1981, 63% were stress or psychologically related. While stress-reduction and mental health programs and more stringent claim evaluations reduced the LAPD's stress-related disability pensions to seven in 1988, 25% were stress-related in 1990, the highest proportion since the mid-1980s, when the rules on psychiatric-related petitions were first tightened. (Petrone and Reiser, 1985; Hackett, et al., 1989; Los Angeles Times, 1991)

- In a study of 82 Honolulu undercover officers, 28% experienced relationship and marital problems and 20% experienced excessive use of alcohol during their undercover assignment. (U.S. Department of Justice [DOJ], 1986)

- A 1986 review suggested that as many as 30% of all police officers abuse alcohol, compared with less than 10% of the population at large. (Hepp, 1987)

INCREASED VIOLENT CRIMES PUT OFFICERS AT EVEN GREATER RISK

- In 1990, violent crimes such as murder, rape, robbery and aggravated assault increased by 10%, the largest annual increase since 1986. (Federal Bureau of Investigation, 1991)

- Violent crimes increased 43% during the decade from 1977 to 1987. During the same time period, the average rate of serious violent and property crimes reported to police departments in large cities increased 22%. (DOJ, 1987)

- In 1989, almost 22,000 law enforcement officers were injured as a result of line-of-duty assaults, 79 police officers were accidentally killed while on official duty and 66 law enforcement officers were feloniously killed. (Uniform Crime Reports, 1989)
- In a 1986 nationwide training needs assessment, state and local law enforcement officers in all types and sizes of agencies ranked the need for training in personal stress management as the highest priority. (DOJ, 1986)

May 20, 1991

Chairwoman **Schroeder**. You are going to hear from real people who can tell you much better than I can.

In 1989 we had over 22,000 law enforcement officers injured. I don't think any of us are in a career where we have that high a level. When you think of the horrible things that they see at work, how do you turn that off when you go home? And if you are learning to block that out, how do you make sure you don't block out your family in the interim?

So health and welfare of families should also be a focus of the crime bill. I have worked long and hard on the Armed Services Committee to make sure that the military did much more about family programs. When we first started, they were unhappy about it and said, "if we wanted these guys to have families we would have requisitioned them." I don't think there is one branch of the services that would trade their family services for anything. Let's take what we know, work there and try and help.

I want to yield to Congressman Riggs who, I understand, knows some people on the panel. He can do his opening statement, and we will call the first panel to the table.

Mr. **Frank Riggs**. I want to compliment you for convening these hearings this morning.

I don't have a prepared statement, in part because my wife is a panelist, and I have long since learned to keep the political speech making to an absolute minimum when she is in the room. She is long suffering, and that goes back to our joint years in law enforcement.

I have not had an opportunity to preview her testimony, so I am looking forward to hearing her testimony and the other witnesses this morning.

There is a part of me that will always be there on the beat with the working cop, having spent six, almost seven, years in California law enforcement as a police officer and deputy sheriff prior to going into private business. There is a special fondness deep within me for the men and women who are on the front lines in the fight against crime.

I won't refer today to my present job perhaps being as stressful, if not more so, than my former law enforcement job.

It is a delight to join the audience this morning. I must introduce behind me here one of the products of my wife's and my joint career in law enforcement. We were explaining to our son, Matthew, this morning that had it not been for the fact that we were both in law enforcement, since that is how Cathy and I met, that he would not be here at the hearing this morning. He is taking a week off from school in California to observe firsthand what his dad does. So this is truly a family outing apropos of the Committee on Children, Youth, and Families.

Chairwoman **Schroeder**. Let's welcome our first panel. Gary Sommers, Prince George's County Police Department in Landover, Maryland, accompanied by his wife, Kay Sommers, both from Laurel, Maryland.

We have Ellen Scrivner, the Director of Psychological Services at the Prince George's County Police Department.

We have Cathy Riggs, whom we have just heard about. Cathy, it is wonderful to have you and you, Matthew, here working hard. You can send us notes if we don't ask the right questions.

We are also pleased to welcome Dr. Leanor Boulin Johnson, the Associate Professor of Family Studies, Department of Family Resources, at Arizona State University, Tempe, Arizona.

We welcome this very, very distinguished panel this morning and really appreciate your coming to help the Congress deal with this issue.

Gary, let's start with you. We will work down the table. We will put your whole statement in the record. We welcome you and your wife this morning. We want to tell you how much we appreciate your talking about this publicly. I know it is not easy, but it really will be helpful long term.

Thank you.

STATEMENT OF GARY W. SOMMERS, SERGEANT, TRAINING SERVICES, PRINCE GEORGE'S COUNTY POLICE DEPARTMENT, LANDOVER, MD, ACCOMPANIED BY KAY SOMMERS, LAUREL, MD

Mr. **Gary Sommers**. Dear committee members, my name is Gary Sommers. I am a Sergeant with the Prince George's County Police Department. Prince George's County is a Maryland suburb of Washington, D.C. I have been a policeman for eighteen years. During those years, I have been assigned to the Patrol Division and Special Operations Division, and I am currently assigned to Training and Personnel Services as an instructor.

My story begins in August of 1988. I had 15 years on the job with four and one-half years in the Emergency Services Team. This is Prince George's County's version of a SWAT Unit. It is comprised of two six-man teams. Our duties included barricade and hostage situations, narcotics raids, Presidential and Vice-Presidential Protection at Andrews Air Force Base, underwater rescue and recovery, and firearms training.

Our teams were well trained and highly respected. We had successfully concluded over 200 barricade situations and handled more than 500 narcotics raids. Our teams appeared on 60 Minutes and a BBC documentary. We had also trained numerous other SWAT teams in the eastern region of the United States.

My best friend was Corporal Mark Murphy. He was pointman on our team. My job was coverman. On August 31, 1988, I accidentally shot and killed Mark during a narcotics raid. Mark stepped between myself and a suspect that I was attempting to shoot.

For four and one-half years Mark and I had done everything together. Our personalities and interest were similar. We worked out, ran, partied, and vacationed together. The two of us were as close as two friends could be. The officers of the Special Operations Division called us "Frick and Frack" because we were always side by side. We worked very well as a team and on the team. Mark told us many times he had the utmost confidence in me as his coverman to protect his life. After the accident people said if it could happen to us it could happen to anybody.

Initially, the impact of the accident was overwhelming. I had lost my best friend. It had been my job to protect him and now I had to live day to day with the fact that I killed him. When a suspect shoots an officer, it's easy to focus hate on the suspect. In my case, I hated myself. There were very few officers who had known the bitter anguish I went through.

Some officers have described this type of incident as a "Police Officer's Worst Nightmare." Suicide and total despair went through my mind. When some people are faced with the loss of a friend or family member, they put themselves deep into their job to try and get through the rough times. In my case, my SWAT job was my whole life, and now it was gone. When I added things up, all I had left was my family.

It was the police psychologist, Dr. Harvey Goldstein, of the Psychological Services Unit that made me realize I had so much more life to give. He met me in the hospital that first night and told me, "We will get through this." Harvey had been exposed to a similar situation with another area department. He had words and advice that had meaning and relevance.

In the first month he took me frame by frame through the incident. Harvey told me that my feelings were very normal and I wasn't going crazy. Many times he told me how I was going to feel before I felt it. This advance advice really helped me cope with all the tremendous emotion.

For the first week, he met with me on a regular basis. We had one-on-one sessions where each team member was brought in with Harvey and me to discuss the incident in depth.

With his previous experience in this type of incident, Harvey could advise the police administration what to do and what not to do. Harvey was determined that the mistakes made in the last incident would not be made by Prince George's County. His job as liaison with the administration was very successful. Special situations require special attention, and there is no exact rule for each incident.

The administration could not have been more understanding. Their patience and confidence in me helped save my career as a police officer. The department helped my transition into another productive job when many of my friends said I should retire on disability.

At home, all of the small problems became large problems. The stress, tension, and emotion were constant. My wife and I had trouble dealing with our respective parents' and brothers' and sisters' reactions to the tragedy.

Our own children had a very rough time. Sean, our oldest, was seven at the time of the accident. He exploded early. He was angry with both of us because we were never home.

Our younger son, Kyle, was five. He was closer to Mark and, therefore, felt his loss more. Kyle was livid that I had killed Mark. At one point he wouldn't let me give him a bath and screamed angrily, "Don't touch me. I want Mommy!"

Our daughter, Meghan, was only three and was a little too young to understand. She knew Mark and became very scared of either one of us leaving her. Two years later, as I put her to bed one night, she asked, "Daddy, why did you kill Mr. Mark?" Harvey was right there to help us deal with these problems and more.

My wife and I had our own marital problems, and Harvey's sessions were vital to our survival as a family. Today, I continue as a police officer, and our marriage is stronger than before. We owe much to many, but Dr. Harvey Goldstein stands out as the person that made it all work.

[Prepared statement of Sergeant Gary W. Sommers follows:]

PREPARED STATEMENT OF SGT. GARY W. SOMMERS, TRAINING SERVICES, PRINCE GEORGE'S COUNTY POLICE DEPARTMENT, LANDOVER, MD

My name is Gary Sommers. I am a Sergeant with the Prince George's County Police Department. Prince George's County is a Maryland suburb of Washington, D.C. I have been a policemen for eighteen years. During those years, I have been assigned to the Patrol Division and Special Operations Division, and I am currently assigned to Training and Personnel Services as an instructor.

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Initially, the impact of the accident was overwhelming. I had lost my best friend. It had been my job to protect him and now I had to live day to day with the fact that I killed him. When a suspect shoots an officer, it's easy to focus hate on the suspect. In my case, I hated myself. There were very few officers who had known the bitter anguish I went through. Some officers have described this type of incident as a "Police Officer's Worst Nightmare." Suicide and total despair went through my mind. When some people are faced with the loss of a friend or family member, they put themselves deep into their job to try and get through the rough times. In my case, my SWAT job was my whole life, and now it was gone. When I added things up, all I had left was my family.

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With his previous experience in this type of incident, Harvey could advise the police administration what to do and what not to do. Harvey was determined that the mistakes made in the last incident would not be made by Prince George's County. His job as liaison with the administration was very successful. Special situations require special attention, and there is no exact rule for each incident. The administration could not have been more understanding. Their patience and confidence in me helped save my career as a police officer. The department helped my transition into another productive job when many of my friends said I should retire on disability.

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Chairwoman SCHROEDER. Thank you very much.

Would you like to add anything or are you just there?

Ms. KAY SOMMERS. I am just here right now.

Chairwoman SCHROEDER. Then we will move to Dr. Scrivner.

STATEMENT OF ELLEN SCRIVNER, PH.D., DIRECTOR, PSYCHOLOGICAL SERVICES DIVISION, PRINCE GEORGE'S COUNTY POLICE DEPARTMENT, UPPER MARLBORO, MD, AND PRESIDENT-ELECT, DIVISION OF PSYCHOLOGISTS IN PUBLIC SERVICE, THE AMERICAN PSYCHOLOGICAL ASSOCIATION, WASHINGTON, DC

Ms. SCRIVNER. Madam Chairwoman and members of the select committee, I am Dr. Ellen Scrivner, a police psychologist, and I have been requested to provide an overview of the unique problems experienced by police families and the extent of services available to address these problems.

I am presenting testimony on behalf of the American Psychological Association where I am President Elect of the Division of Psychologists in Public Service as well as past chair of the Division's Section on Police and Public Safety Psychology.

Professionally, I consult to federal and local law enforcement agencies, and I am currently the Director of the Psychological Services Division of the Prince George's County Police Department.

With your permission, I will submit my remarks for the record and present a brief summary of my testimony.

It is particularly fitting that this hearing should follow Police Memorial Week where the families of those slain in the line of duty were honored. Their needs remain substantial as do those of other police families who, though not having lost a member of their family, still contend with the rather unique stressors attributed to the influence of the law enforcement occupation. In this regard, my remarks are presented on behalf of police families nationwide.

The central issue before this committee may be how do these families differ from those in other occupations? A career in law enforcement imposes a nontraditional lifestyle on police families which can contribute to family dysfunction.

A major issue is the family disruption due to rotating shift work, particularly true for single parents who struggle to provide child care while working midnight shifts.

Shift work, however, is not the sole problem. The environment of police work is one of unpredictability, crises and emergency response, communicating to a family that the job must take priority over their personal needs. Certain destabilizing events occur with some frequency in this environment. Families, of necessity, learn to live with the fear of death, but the potential for injury, and its long-term ramifications, as well as an officer becoming a target of an internal investigation occur with greater frequency.

A more prevailing concern is the personal effect the job has on a police officer. Law enforcement is not just about apprehending criminals. Police officers are in daily contact with the social problems of our communities. A police officer will see more human tragedy in the first three years of their career than most of us will see in a lifetime. They erect psychological shields to protect themselves, and these shields inevitably go home with the officers and are manifested in insensitivity in family relationships, growing suspiciousness, hypervigilence and mistrust of other people. These are byproducts of time on the job and are found consistently in law enforcement families.

Personal change is further complicated by communities holding police officers' families to different standards and different expectations for behavior. They are expected to be free of the typical family conflicts that we all experience and their children are expected to behave differently from their peers.

Generally, then, a career in law enforcement represents a significant intrusion into family life and nowhere is that intrusion experienced more than in the requirement that a police officer, in most jurisdictions, carry a weapon and take appropriate police action when necessary on a 24-hour basis. Thus, a pleasant family outing can quickly become an unpleasant police event.

This interplay between police work and family life is based on anecdotal evidence that comes from clinicians who provide services to police departments. There is a lack of empirical data in this area. From what we do know of departments providing services, many provide only pre-employment screening for police recruits.

Counseling for family members is not readily accessible, particularly in small police departments. Clinical sources continue to report that high rates of family dysfunction, including divorce, alcoholism and suicide are attributed to careers in law enforcement. No comprehensive data exists to support these assertions, and this lack of empirical evidence limits the understanding of the extent of family problems.

I would like to now move from the national perspective and discuss briefly the psychological services program which Sgt. Sommers referred to in his testimony to show how psychological services can assist police officers and police departments.

I would like to use the Prince George's County program as a model. The program was developed in 1980 on a grant from the Maryland Governor's Commission on Law Enforcement and was designed to provide a range of psychological services to the department, including research, training and management consultation.

But the keystone of the program is the confidential counseling services provided to all personnel and their families. Given the nature of police work, the program provides a 24-hour emergency response which was the type of response that responded to Sgt. Sommers and his family.

Our staff provides crisis intervention in emergencies, including a police officer's personal crises, on-duty injuries or department fatalities. We also provide a critical incident response to any officer or group of officers involved in on-duty traumatic incidents.

We have found that the emotional support to families during these highly stressful times is critical.

This program also provides specialized counseling for problems unique to police departments, such as on-duty exposures to the HIV virus and in cases where the officer has been charged with excessive force. These are also highly stressful times for families, and they need to be included in this type of counseling.

The goal of the program has been to maintain a healthy police force. The program philosophy clearly recognizes the interrelationships between work and family and acknowledges that law enforcement stress affects family life. Conversely, family problems influence job performance.

In closing, I have cited a number of issues that identify police families as confronting problems unique to the law enforcement occupation. My testimony suggests the need for empirical data to define the full extent of these problems and to identify effective intervention strategies. These data would also assist in ensuring that services to families be preserved.

Currently, there is concern that budget constraints will limit these services. Police families do not wear the badge or carry the weapon but are very much affected by those who do. Their support role clearly contributes to maintaining law enforcement services in the community.

Thank you.

[Prepared statement of Ellen Scrivner, Ph.D., follows:]

PREPARED STATEMENT OF ELLEN SCRIVNER, PH.D., DIRECTOR, PSYCHOLOGICAL SERVICES DIVISION, PRINCE GEORGE'S COUNTY POLICE DEPARTMENT, UPPER MARLBORO, MD PRESIDENT ELECT OF THE DIVISION OF PSYCHOLOGISTS IN PUBLIC SERVICE OF THE AMERICAN PSYCHOLOGICAL ASSOCIATION, WASHINGTON, DC

Madam Chairwoman and Members of the Select Committee, I am Dr. Ellen Scrivner, a police psychologist, and I have been requested to provide an overview of the unique problems experienced by police families, and the extent of the services available to address these problems. I am presenting testimony both as a practitioner with sixteen years of experience in responding to these issues and on behalf of the American Psychological Association where I serve as President Elect of Division 18 (Psychologists in Public Service), and as past Chair of that Division's Police and Public Safety Psychology Section. Professionally, I have provided consultation to various law enforcement agencies on the federal and local levels and currently I am Director of the Psychological Services Division of the Prince George's County Police Department, Prince George's County, Maryland.

With your permission, I shall submit the full statement of my remarks for the record and present a brief summary of my testimony. Following the summary, I shall be prepared to answer any questions.

It is particularly fitting that this hearing should follow Police Memorial Week where that special group of police families, the survivors of those slain in the line of duty, have been honored. Their needs remain substantial as do those of other police families who, though not having lost a member of their family, still contend with the rather unique stressors attributed to the influence of the law enforcement occupation. In this regard, my remarks are presented on behalf of police families nationwide.

At the outset, I wish to state that law enforcement can be a rewarding career. The opportunity to contribute to the public safety of a community generally produces a personally worthwhile experience. However, it is not without certain costs and your Hearing Notice aptly describes the range of stress problems that can accompany the demands of police work. Nowhere are these costs more keenly felt than in police officer families.

The police family, though not part of the organization, is very much affected by it. Over and above the prevailing fear for safety of their loved ones, the police family experiences pressures not typically found in other occupations. These pressures occur at all levels. They vary from the family of a new recruit with children learning to manage the presence of a weapon in the home, and the fear of being alone while the officer works the midnight shift, to those of a police chief's family coping with the personal anguish and public scrutiny that occurs when a chief is embroiled in a community controversy.

In between, we see a variety of job related issues that contribute to family dysfunction.

Family Disruption Due to Rotating Shift Work

- Single law enforcement parents, frequently women, struggle to provide adequate child care and a family life, while working rotating shifts.

- For all police families, shift work disrupts family life, as when the officer is unavailable on holidays, for family special events or is called for court on a day off.

- Over time, shift work also begins to exact a physical toll on the officer that is accompanied by emotional changes such as irritability and increased tension at home.

Unpredictable Work Environment

Shift work, in and of itself, is not the sole problem. Rather the environment in which it occurs, one of unpredictability, crises, and emergency response, generally communicates to the police family that the job must take priority over their needs.

- This phenomenon occurs in an occupation where destablizing events challenge a family with some frequency. Of necessity, a law enforcement family learns to live with the fear of death but quickly learns that the potential for physical injury is greater. These injuries have long term ramifications for an officer and the family and, other than monetary assistance through the Workmen's Compensation Program, there are generally few services available to assist injured officers and their families.

- Equally destabilizing is the risk of an officer becoming the target of an internal investigation. Whether due to a serious infraction or to a frivolous complaint, families bear the burden of something for which they had no responsibility. Consequently, they fear financial ruin and/or social ostracism.

Job Related Personal Change and Family Relationships

Injuries and investigations are commonplace in law enforcement and are not just isolated career events. Yet, the more prevailing family concerns come from the personal effects that the job has on a police officer and how observed personal changes impact family relationships.

- Law enforcement is not just about apprehending criminals. Interwoven into the fabric of work is the continual contact with the social problems of the community.

- A police officer can see more human tragedy in the first three years of a career than most people see in a life time. Under these conditions, a young, idealistic officer motivated to provide service to the public begins to construct a psychological shield to avoid becoming emotionally overwhelmed.

- The psychological shield does not remain in the locker room. Inevitably, it goes home with the officer and is manifested as a lack of sensitivity in family relationships already strained by the growing suspiciousness, hypervigilance, and mistrust of other people that develop with time on the job.

- These by-products of police work influence communication styles and problem solving skills at home and can contribute to family dysfunction.

Community Expectations and Demands

- Communities frequently hold officers to a different standard of behavior in comparison to individuals in other occupations. Not only are officers expected to be readily available in off hours to respond to the slightest neighborhood infraction, but community members expect the officer and their family to be free from family conflicts.

- Moreover, the children of officers are expected to behave differently when their parent is a police officer. Such can be particularly troublesome for police officer's adolescent children if held to behavior standards different from their peers.

There is little question for most professionals in the field that a career in law enforcement can represent a significant intrusion into family life. This phenomenon was defined in a classic study (Neiderhoffer & Neiderhoffer, 1978), as job responsibilities superceding family relationships.

- Nowhere is this intrusion more apparent than in the requirement in most jurisdictions for officers to carry their weapons and take appropriate police action, when necessary, on a twenty-four hour basis. Thus, a pleasant family outing can readily become an unpleasant police event.

- It is not unusual, then, for police family members to experience loneliness and alienation and to develop resentment for the pervasive influence that a career in law enforcement assumes over their lives.

Psychological Services for Law Enforcement Personnel

This portrayal of the interplay between police work and family life is based on consistent anecdotal data from police psychologists and other mental health professionals who provide services to police departments. Unfortunately, the research literature on the interplay between police stress and family life remains sparse, and the minimal research findings from the 1970's may be less generalizable today as the escalating crime rates in communities across the country change the working environment of the police officer. However, while empirical research findings are lacking, the anecdotal data cannot be discounted coming as they do from the experience of clinicians. These data identify problem areas but they also demonstrate that some police departments have made efforts in the past decade to respond to these problems.

Historically, the first comprehensive psychological services program was implemented in 1968 by Dr. Martin Reiser of the Los Angeles Police Department. Since that time, police departments have slowly begun to recognize the needs for such services but it would be an overstatement to say that all departments currently provide these services.

A national survey of 237 large municipal agencies and 49 State Police agencies on the extent and nature of services in police departments (Delprino & Baker, 1988), showed that of the 69 percent responding:

- Over 50 percent targeted the pre-employment assessment of recruits as the primary activity of their psychological services.
- Job stress counseling for on duty officers was also cited as a priority.
- Only 42 percent provided services for families.

While these statistics demonstrate a need for additional services, they also indicate an improvement since 1979 when a study found that only 20 percent of the departments surveyed provided any type of psychological services (Parisher, Rios, & Reilley 1979).

The years from 1979 to 1988 saw a growth in psychological services provided to law enforcement as highlighted by the first

National Conference on Police Psychological Services for Law Enforcement sponsored by the Federal Bureau of Investigation in 1984. This conference brought together 166 mental health professionals who discussed their work with law enforcement agencies. Much of the research presented at that meeting addressed:

- Pre-employment screening of police applicants
- Guidelines for establishing counseling services
- Organizational stress
- Police officer stress and stress management
- Only 4 of the 83 papers addressed the police family

High rates of family dysfunction, including divorce, alcoholism, and suicide, are commonly attributed to careers in law enforcement. Yet, no comprehensive data exist that support these assertions (Ellison & Genz, 1983). In fact, the incidence and prevalence of police family problems, while believed to be significant, are not known because no systematic data collection has been performed nationwide. This lack of empirical evidence limits the understanding of the extent of family problems. More importantly, it impedes the development of effective intervention strategies. Finally, the lack of data makes it difficult to encourage police departments to adopt policies that include services for families.

My testimony on these issues is not intended to pertain only to departments that have sufficient resources to either employ a psychologist(s) or who contract for services. These remarks are also relevant to small size departments who employ fewer than twenty persons.

- It is estimated that 80 percent of the approximately 18,000 law enforcement agencies in the United States are classified as small departments.

Only minimal attention has been directed to these departments that constitute the backbone of law enforcement services across the country. Their personnel and their families experience many of the same problems addressed in this hearing. Pragmatic considerations dictate that it would be unrealistic for small departments to provide full scale psychological services for their personnel. However, mental health treatment could be and should be provided in health insurance plans.

Small departments need to be included in any national effort to study the police family so that appropriate models for service delivery to smaller departments can be developed.

Having addressed the police family and its need for services from the national perspective, I shall provide a brief description of how psychological services are provided for a police department. The psychological services program developed for the Prince George's County Police Department, Prince George's County, Maryland, will provide the model for this description.

The Prince George's County Police Department employs 1232 sworn officers and 328 civilian personnel and is in the top fifty departments nationally in terms of size. As a police jurisdiction, Prince George's County represents an ethnically diverse community in the process of responding to changing community trends. The county represents a complex of urban and suburban features and this combination generates a significant number of calls for police services. No stranger to homicides and drug crimes, the police officer in the county is far more than a report taker or clerk in a cruiser. In fact, most officers respond to a panoply of police calls for service on a fairly continuous basis.

In October 1980, a grant from the Maryland Governor's Commission on Law Enforcement enabled the department to establish a service unit designed to provide behavioral science services to the organization and its employees. The program, as currently constituted, provides a wide range of these services to the department including research, training, and management consultation services. The keystone of the program, however, is the confidential counseling services, provided to sworn and civilian police personnel and their families.

The counseling services are free of charge and located in a facility that is separate from police administration buildings. Any employee, or family member, can contact the service and receive an initial assessment of the presenting problem to be followed by the appropriate therapeutic intervention. Interventions can include individual, couples, or family therapy, or in some instances, arrangements for treatment of substance abuse problems.

Because of the nature of police work, the program also provides a 24 hours emergency response offering crisis intervention services for a wide range of emergency situations. These emergencies can include an officer's personal crisis or on-duty injuries and/or departmental fatalities. A critical incident response is also provided under the 24 hour service, with the staff responding to any officer, or group of officers, involved in on-duty traumatic incidents. Emotional support for families has been found to be particularly critical during these stressful times.

Other services include specialized counseling provided to officers and their families who encounter unique situations such as on-duty HIV exposures, or in any case where there has been an excessive force complaint. Finally, support groups are developed around focused issues as in a most recent effort to provide support to personnel with family members in the Persian Gulf.

These services have been generally well received throughout the department. A study conducted in 1987 revealed that 41 percent of department personnel had utilized these services. Additionally, from 1987 to 1989, overall service delivery had increased by 53 percent.

The goal of the Prince George's County program is to maintain a healthy police force. But the program philosophy clearly recognizes the interrelationship between work and family. It acknowledges that the stress inherent to law enforcement affects family life. Conversely, family problems influence job performance and the delivery of effective police services to the community.

Drawing from this experience, the Prince George's County program offers one model for providing psychological services to law enforcement agencies. There are other highly effective programs that exist throughout the country and many of these programs also provide services to families. However, the provision of family services could be at risk since state and local jurisdictions are experiencing the same budget constraints as are seen at the federal level. Should staffing cutbacks occur, then psychological services for families may be particularly threatened.

In closing, I have cited a number of issues that identify the police family as confronting problems unique to the law enforcement occupation. The state of the art, however, suggests the need for empirical data to define the extent of these problems, and to identify effective intervention strategies. Finally, these data would assist in ensuring that adequate resources are maintained so that services to the law enforcement family will not be jeopardized. Police families do not wear the badge or carry a weapon but they are very much affected by those who do, and their support role clearly contributes to maintaining effective police services. It is only fitting that this often difficult role be supported by ensuring access to services for police families nationwide.

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Chairwoman Schroeder. Thank you.

Our next witness is Cathy Riggs, a former police officer at the Santa Rosa Police Department. We welcome you. We are delighted to hear what you have to add, Cathy. Welcome.

STATEMENT OF CATHY RIGGS, FORMER POLICE OFFICER, SANTA ROSA POLICE DEPARTMENT AND WIFE OF REPRESENTATIVE FRANK RIGGS (FORMER POLICE OFFICER), SANTA ROSA, CA

Ms. Cathy Riggs. Thank you for this opportunity to speak on the topic of police stress and families.

I am Cathy Riggs. I was a veteran 12 years in law enforcement, eight years as a police officer, an investigator for the City of Santa Rosa in northern California.

I am married to Congressman Frank Riggs. We both were police officers for four of the eleven years of our marriage.

One of the major causes of stress for police families is the lack of time spent with the officer due to the shift work. In most organizations, shifts are selected by seniority which means the majority of the young officers with families do not have the opportunity to work days with weekends off.

Shift work creates disruption in the sleep patterns and the eating habits of both the officer and the family. Attempting to eat dinner at 3:30 a.m. while working the graveyard shift, then going home to a household of young children to sleep during the day is a constant stress to both spouses.

During a majority of the holidays such as Christmas and Thanksgiving the families are alone.

Shift changes and the irregular work hours often cause isolation for the police family. Due to the odd hours, most families find that they socialize only with other police families. This further reinforces the isolation from the rest of the community for the family.

Frustration with our court system touches each officer's life. Whether it be the arresting officer, the investigator or supervisor, each may become disillusioned or disappointed by the handling of their case by the District Attorney or the courts.

Subpoenas for things such as contested traffic citations often come on the officer's day off, vacation time or in the middle of their sleep pattern for the day. Many officers spend valuable time in hallways of courts, waiting to testify only to have the case delayed or postponed.

Many departments have complained about the expense of overtime for officers waiting to testify, so District Attorney Offices in some jurisdictions have set up on-call procedures for the officers.

The hazards of the job of a police officer is probably the most unspoken stress on police families.

Police officers in coping with the hazards of the job become a brotherhood of trust and protection among themselves. An officer never knows when they will be called upon to save another officer or be saved themselves.

The ugly side of humanity as well as the victimization of other human beings is one hazard that the brotherhood cannot protect each other from. Police officers often find it difficult to share their feelings of fright, sadness or hopelessness, because they think they will be perceived as weak.

So instead, many officers will mask their depression by further isolation from the family or by sedating themselves with alcohol.

Many officers choose not to share the traumatic aspects of their job with their spouse. This lack of communication on the officers' part further feeds the feelings of helplessness for spouses. When a life-threatening situation occurs, many officers find themselves in a situation where the spouse demands that they choose between their job or the spouse.

Unfortunately, due to the sense of brotherhood on the force and the increased friction and feeling of isolation with the family, many officers choose the job.

The media can also feed the feelings of stress and isolation of the police officer and their family. When an incident occurs that portrays the police in a bad light or a misdeed by an officer, it causes all officers to feel ostracized. In some cases, the media may attempt to sensationalize a local incident and attempt to link it to one that has received national attention.

All too often the press reports the misdeeds of law enforcement rather than the good deeds.

Families that successfully cope with police stress do so by breaking the cycle of isolation by becoming involved in the community outside of police work. This involvement may be with a church that gives the family a sense of inner peace and a source of strength to count on for support.

Involvement in community groups such as Big Brothers/Sisters, scouts or little league helps to break down the barriers between officers and the rest of the community. It gives the officer an opportunity to be seen as a human being rather than just a uniform.

These outside involvements assist the officer and family in that they take the focus off the job and gives them some sense of normalcy in their lives.

Officers that have hobbies that are shared with the family or are outside the scope of the job find that they are also better able to handle the stress. Officers that utilize sports such as running, bicycling or weight training find it easier to deal with the everyday stresses of the job, as well as helping them be physically prepared for the job.

Police organizations that set as a priority or in the mission statement the need to recognize the stress of the job and reinforce ways to deal with it are the most successful in addressing the problem. This sense of support and awareness must come from the top, Police Chief or Sheriff, on down.

Police agencies that have encouraged fitness among officers to address stress and reward the fitness by merit pay increases often have less on the job injuries.

To integrate officers and the community, many departments are now encouraging the idea of professional reserves who assist officers in various aspects of the job. In Santa Rosa, one of the first professional reserves was Wayne Light, a police psychologist. By his everyday contact with officers and his personal demeanor he helped break down and demystify the barrier against getting counseling for many officers. He has also been instrumental in assisting the administration in planning for programs to reduce or manage stress within the organization.

Santa Rosa also has a sports medicine professional who helps design personal fitness programs for officers. Recently, the professional reserves has expanded to include a CPA and computer experts who assist investigators on white collar crimes.

Immediate crisis counseling for officers involved in life threatening incidents or traffic accidents has shown to reduce by 50 percent the amount of stress-related disabilities.

Counseling programs that are offered for police officers and families that are confidential in nature are very important in dealing with stress. In many organizations officers are given a letter or number identification and are entitled to unlimited visits with counselors without the fear of feedback to the administration or supervisors.

Many organizations have gone so far as to have the counselors meet with officers during briefing times, discuss their programs and explain the process for officers.

A new program being started by some organizations is that of "peer counseling". Long Beach Police Department has pioneered the successful ideal of training officers to assist, listen and be a support to other officers in distress. In some cases this may be just using a buddy system where one officer will call, go to dinner or just spend time with the officer who has just been involved in a shooting incident or traffic accident or some other job-related stress inducing incident.

When officers find that they are able to open up to a peer about their feelings, they are then more likely to seek the professional help and recognize the need for treatment.

Training in the area of stress management is often a portion of the police academy for new recruits and their families. But refresher courses should be offered annually for officers during their mandated advanced officers' training.

While the police bureaucracy can make policy changes that accommodate police families or systems that reward officers working to manage stress, ultimately it is the individual officer that must choose to take advantage of programs. It may also be that one of the choices that an officer may make is the choice to leave the force.

Thank you.

[Prepared statement of Cathy Riggs follows:]

PREPARED STATEMENT OF CATHY RIGGS, FORMER POLICE OFFICER, SANTA ROSA POLICE DEPARTMENT; WIFE OF REPRESENTATIVE FRANK RIGGS (FORMER POLICE OFFICER), SANTA ROSA, CA

PERSONAL HISTORY

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Many officers choose not to share the traumatic aspects of their job with their spouse. This lack of communication on the officers part further feeds the feelings of helplessness for spouses. When a life threatening situation occurs many officers find themselves in a situation where the spouse demands that they choose between their job or the spouse.

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While the police bureaucracy can make policy changes that accommodate police families or systems that reward officers working to manage stress, ultimately it is the individual officer that must choose to take advantage of programs. It may also be that one of the choices that an officer may make is the choice to leave the force.

Chairwoman SCHROEDER. Thank you very much. We really appreciate that.

Dr. Boulin Johnson, we welcome you and thank you for coming from Arizona to join us this morning.

STATEMENT OF LEANOR BOULIN JOHNSON, PH.D., ASSOCIATE PROFESSOR OF FAMILY STUDIES, DEPARTMENT OF FAMILY RESOURCES AND HUMAN DEVELOPMENT, ARIZONA STATE UNIVERSITY, TEMPE, AZ

Dr. BOULIN JOHNSON. I am an Associate Professor of Family Studies at Arizona State University. I deem it a pleasure to share my findings with this distinguished committee.

My study of the linkage between police officers' stress and their families resulted in a volume of qualitative data and statistics. To me, these statistics are neither cold nor distant.

During the course of our study, an officer dedicated to our efforts committed suicide, two women officers shot their husbands, a male officer killed his estranged wife and dozens of spouses in stable marriages shared with us heart rendering testimonies about their work-family tensions and hardships. It is on their behalf that I present these findings. I trust that the information provided will be carefully used and interpreted.

Although many of my findings are presented in general terms, please remember that numerous subgroup differences and interaction effects were also observed.

We looked at four important aspects of police culture. First we examined the effect of job stress on three groups: the police officers themselves, police spouses and the citizens whom the police serve. Second we looked at individual and husband and wife coping strategies, third, social support sources and finally we studied the spouses' perception of the police department's role in meeting the needs of police families. Our findings reflect the responses of 728 officers and 479 spouses.

Stress was attributed to a number of factors: repeated arrest of the same offenders, lack of career development opportunities, offensive departmental policies and practices, failure of supervisors' support for delicate street situations or personal needs, shift rotations which disrupted body rhythm and created daily fatigue, observations of people suffering, and threats to their own health and life.

All these forces and others conspire to create job burnout and job withdrawal for the majority of our officers; as well as personal withdrawal, for example, in the form of excessive drinking for a large minority of officers. Emotionally burnt-out officers reported that they felt emotionally drained from their work and fatigued when they awaken each day. Those who experienced depersonalization reported that they treated some citizens as if they were impersonal objects and they were becoming more callous towards people since taking the job.

In addition, the job itself consumed the officer. The perceived requirements of the job—rugged individualism, authoritativeness, and emotional detachment—became personal traits for many officers.

What does this have to do with the work-family connection?

In sum, 77 percent of the spouses were above the scale mean in reporting stress from their mates' job. Burnout and assignment/job dissatisfaction was clearly associated with negative marital interaction and higher potential for separation and divorce.

Dissatisfaction with current assignment was associated with excessive drinking, and excessive drinkers were higher on our divorce potential scale. Thirty-six percent of our officers said that in the last six months prior to the survey they felt guilty or worried about their use of alcohol, and nearly a fifth were above the scale mean.

Home leadership style. The most frequently heard complaint from spouses and from the officers as well, was the officers' inability to leave the job at work. Treating the family like citizens, expecting the last word and being over-critical was associated with high levels of family strain.

The coping mechanism that they used most was "rugged individualism," and it had no positive effect in the home. This is kind of surprising that both "rugged individualism" and "working it out with others" were used in the department when conflicts arose, but the more effective strategy of "working it out with others" was not a popular coping mechanism in the home.

Family violence seems to be a problem as well. Some argued that officers who work daily in predominantly negative and sometimes violent environments may unconsciously promote and perpetuate acceptancc of violence in their own lives.

We found that 10 percent of the spouses said they were physically abused by their mates at least once during the last six months prior to our survey. Another 10 percent said that their children were physically abused by their mate in the same last six months.

How these figures compare to the national average is unclear. However, regardless of national data, it is disturbing to note that 40 percent of the officers stated that in the last six months prior to the survey they had gotten out of control and behaved violently against their spouse and children.

Finally, rotating schedules was a major cause of family strain. Common complaints included feeling too exhausted from work to interact with spouse, having limited time after work to discuss important domestic matters and child care problems.

Some officers complained of either missing all or a substantial number of important performances of their children. One officer claimed that he was not allowed to see the birth of his second child; yet another friend in the same squad was allowed to go fishing that same week of his child's birth.

An officer married to another officer stated that in two years they only shared two weekends together. Their request for simultaneous shifts were denied. At the time of the interview she was seeking counseling for emotional exhaustion and assistance in saving her marriage.

Not surprisingly, then, 71 percent of the spouses believe that the police administration does not take family life into consideration when making policies which may affect families. Fifty-one percent agreed that a police officer's career could be hurt if his family voiced any special needs or frustrations.

The programs these spouses requested reflected their perception of the work family linkage. Nearly 90 percent felt that police departments should provide for the officer and their family both marriage enrichment programs and psychological counseling. Seventy-five to 82 percent felt that alcoholic rehabilitation and stress reduction programs should also be provided.

Future research should take into account the fact that stress is not an individual matter. It is part of a system.

You cannot take an individualistic approach and expect to fully understand police job strain. We should include children in our research. Given the difficulty with child care, the violence level, and the limited parent/child quality time reported in my research, it is time for us to look at stress from the children's perspective.

We should also look at the social network of police. Given the tightly-knit organization which accepts and often encourages suppression of emotions and keeping information within the group, we need to understand the role of social support.

I found that officers who claim that other officers were their best friends and only associated with other officers were the ones that were higher on burnout. Those officers who diversified their social network were the ones that had lower burnout. So the social network and the tightly-knit organization also needs to be examined in the context of the burnout process.

It is clear that we should be looking at subgroup differences as well. The differences between males and females, blacks and whites were quite evident in a number of our investigations here, particularly with regard to divorce and depersonalization.

Neither job stress nor family stress can be examined independently of each other. They are part of a system, and research should be designed with this in mind.

[Prepared statement of Leanor Boulin Johnson, Ph.D., follows:]

PREPARED STATEMENT OF LEANOR BOULIN JOHNSON, PH.D., ASSOCIATE PROFESSOR OF FAMILY STUDIES, DEPARTMENT OF FAMILY RESOURCES AND HUMAN DEVELOPMENT, ARIZONA STATE UNIVERSITY, TEMPE, AZ

INTRODUCTION

Madam Chairwomen and Members of the Select Committee:

My name is Dr. Leanor Boulin Johnson. I am an Associate Professor of Family Studies at Arizona State University. I deem it a pleasure to share my findings with this distinguished committee. My study of the linkage between police officers stress and their families resulted in a volume of qualitative data and statistics. To me these statistics are neither cold nor distant. During the course of our study, an officer dedicated to our efforts committed suicide, two women officers shot their husbands, a male officer killed his estranged wife, and dozens of spouses in stable marriages shared with us heart rendering testimonies about their work-family tensions and hardships. It is on their behalf that I present these findings. I trust that the information provided will be carefully used and interpreted.

Although many of my findings are presented in general terms, please remember that numerous subgroup differences and interaction effects were also observed.

WORK-FAMILY STRAIN AMONG POLICE OFFICERS AND THEIR SPOUSES

Background

Work-Family Linkage: Scholarly Neglect. In the early 1980s when we conceived and implemented our study of work-family strain, we had few empirical studies to guide our efforts. Most studies on police took an individualistic approach--ignoring as sources of stress the family and often even the work environment. Today, social scientists and employers are showing increased interest in work and family linkages (a significant catalyst has been the rapid growth of employed women with children). Our study was the first large scale effort to provide empirical evidence of this link among police. Findings to date show that while the officer's personality, physical health, and individual coping skills are important considerations, an effective approach to police officer strain must also consider his/her total social network and environment--departmental policies, family interactions, and sources of support (e.g., supervisor, squad, friends, spouse).

Overall Goal

Examined were four important aspects of police culture:

- job stress effects on police officers, citizens, and police spouses,
- individual and husband/wife coping strategies,
- social support sources, and

o spouses perception of the police department's role in meeting the needs of police families.

Sample (selected characteristics):

I present to you our sample of over 728 officers and 479 spouses who were drawn in 1983 from two of our five East coast police departments. We gathered the data using extensive survey instruments, interviews, stress workshops, police ride-alongs, and an advisory board.

o Survey Sites - two East Coast police departments (moderate to large in size)
o Survey Pretest - three East Coast police departments--two small rural and one large urban department.
o Survey Response - 728 officers/479 spouses.
o Officer Profile - The majority (66 percent were between ages 26 and 36.
  - 90 percent had at least some college education.
o Instrument - the officer survey contained 333 items; the spouses survey 254 items. Items were developed based on information obtained from police ride-alongs, in-depth interviews, stress workshops, an advisory panel of police officers/administrators and academicians, and pretesting in three departments.
o Interviewees - 75 single, married officers and police spouses. Interviews ranged from 2 1/2 to 3 1/2 hours
o Stress Workshops - three for spouses, one for couples, and one for women police officers.

Our formal contact with the departments ended in August 1989 when we provided each department with a survey feedback workshop.

Police Job Stress.

Officers' emotional and psychological energies are drained from dealing with irate citizens, people pain/suffering, and threats to their own health and life. As a way of coping they many find themselves acting tougher than they feel or becoming callous. However, contrary to popular belief it is the structure and practices of police departments and the justice system which elicit the most stress for the average police officer in our study.

In our interviews stress was attributed to a number of factors:
o Repeated arrest of the same offenders
o lack of career development opportunities
o offensive departmental policies and practices
o failure of supervisor's support for delicate street

situations or personal needs

- shift rotations which disrupt body rhythm and create daily fatigue.

All these forces conspired to create cynicism, frustration, resentment, distrust, and a general level of fatigue; or what is typically referred to as job burnout or job withdrawal.

- Two Types of Burnout--"emotional" and "depersonalization" were manifested. Emotional burnt out officers reported that they felt emotionally drained from their work and fatigued when they awakened each day. Those who experienced depersonalization reported that they treated some citizens as if they were impersonal objects and were becoming more callous towards people since taking the job. Based on a 7 point scale, our survey of the 728 single/married officers showed:

a) relatively high emotional burnout (4.0) and depersonalization (4.5),
b) increased burnout over time,
c) subgroup differences. Regardless of tenure, females and Blacks relative to males and Whites were least likely to report feelings of depersonalization; however, just as likely to report emotional burnout. Overall, females had a higher rate of internal burnout regardless of tenure.

- Assignment/Job Withdrawal. A second indication of strain was reflected in dissatisfactions with assignment and the department. A relatively high proportion of officers, particularly during the first three years desired to transfer out of their current assignment. Although few officers desired to quit the department (based on feelings of benefit entrapment/non-transferrable skills, or overall satisfaction), the desire to quit increased over time. During the first three years on the job, no major differences emerged between gender and racial subgroups on these measures.

Work-Family Connection

Seventy-seven percent of the spouses were above the scale mean in reporting stress from their mates' job. Not surprisingly, burnout and assignment/job dissatisfaction was clearly associated with negative marital interaction and higher potential for separation/divorce. Additional factors contributing to family strain included:

- Rotating Schedules. In our survey we found that family strain resulted primarily from work schedule's intrusion into family functioning, feeling too exhausted from work to interact with spouse, having limited time after work to discuss important domestic matters, and child care problems. Our survey findings were consistent with our qualitative data. Many officers complained that their shift rotations were too short to provide adequate body adjustment and left them tired and exhausted.

Rotating schedules had both negative and positive effects. Dual career officer couples who had sequential shifts noted that they were fortunate in that they did not have to face the difficulty of finding a night time baby sitter--their children were always supervised by one or the other parent. However, sequential shifts also meant that they as a couple seldom spent time together; working a hardship on the quality of their marital life.

As expected, three quarters of the 479 spouses felt that the department had an obligation to provide child care for the officers.

Further, some supervisors were insensitive to the officer's family needs. For example, a women officer married to another officer asked her supervisor if she could get the same weekend off as her husband (Note: 30 percent of the women police officers in our sample were married to other police). His response was "no. If I do it for you, I will have to do it for everybody." (albeit, at the time there were less than five women in a department of several hundred police officers). For two years this couple shared only two weekends together. At the time of my interview with her she was seeking counseling for emotional exhaustion and assistance in saving her marriage. For another example, one male officer was denied leave for the birth of his child; while his fellow squad member was given leave to go fishing. Others complained of either missing all or a substantial number of important performances of their children.

Not surprisingly, 71 percent of the spouses believed that the police administration does not take family life into consideration when making policies which may affect families and 51 percent agreed that a police officer's career could be hurt if his/her family voices any special needs or frustrations. Noteworthy, male spouses more than female spouses believed that the department was inconsiderate of police families and felt that the department should take an aggressive role in responding to families of police.

o Home Leadership Style. The most frequent complaint reported by both spouses and officers was the officers' inability to leave the job at work. Treating the family like citizens, expecting the last word, and being overly critical was associated with high levels of family strain.

o Emotional Availability. A significant number of spouses reported that their mates were not emotionally available to them. Some officers confessed that after talking it out with their colleagues they had no desire/energy to speak to their wives. Others felt that they could handle their own problems. However, the coping strategy most often used was the one most dysfunctional.

o Coping Strategies. Rugged individualism, that is, going it alone and being extra tough, was the most typical coping strategy used to deal with problems at work as well as at home. However, this coping style was associated with higher alcohol usage and tended to exacerbate emotional exhaustion and depersonalization of citizens. Further it had detrimental affects on marital relationships and was associated with work-family conflicts and problems with children. An example, a few female spouses in our interviews noted that their husbands frequently said things were under control; but would grind their teeth at night to the extent that serious dental attention was needed. Our survey treated this as a subliminal strain and we found teeth grinding to typically be a male response to stress (reflecting we guess, an effect of "rugged individualism"). Many officers considered rugged individualism to be a necessary and essential requirement for policing. Unfortunately, during our data feedback workshops, many did not want to deal with the negative aspects of this coping strategy.

Interestingly, working it out with others was the most helpful strategy; it was associated with lower divorce likelihood, less anxiety, fewer vascular symptoms, and lower burnout. However, while it was typically used in the department; it was atypically used in the home. As noted, the most typical (albeit harmful) strategy used in the home was rugged individualism.

Finally, the importance of shifting from an individualistic approach to police stress is best illustrated by our findings on couple coping strategies. For example, the police officers' use of religion appeared to do no good at all. In contrast, not only did the spouses' use of religion reduce the level of nearly all their strains, but that of their mates' as well. It appears that the strength they obtain from spiritual communication with God makes them stronger; in turn they become a source of strength for their police mates. Other coping strategies also showed strong couple interdependence and transference.

o Social Support. Lack of social support from all sources (squad,supervisor, spouse, friends) had a pervasive influence on the various job and family strains of male officers. What happens at work spills over into every aspects of their lives. Oddly, while supervisor support tended to lower job burnout it had a negative effect on spouse interaction and it increased divorce potential. Indirectly, spouse support did the same. It appeared that support at work served as a substitute for family interaction. In our interviews the female spouses frequently complained that their husbands seldom shared their work life with them. Many were concerned that this lack of self-disclosure was affecting their husbands' emotional health.

It is worth noting that while job support created a high level of camaraderie, the data suggest that those officers who did share work problems with their spouses or non-police friends had lower burnout levels. Unfortunately, non-police are often not considered appropriate confidants.

In contrast to men, social support did not have as pervasive an influence on female officers' burnout level; nor was the husband's support important in alleviating their burnout. Unlike men, none of the sources of job support influenced their family life. A significant number of female officers married to non-police officers claimed that their husbands made it very clear that they did not want to hear anything about their jobs. The physical health price these women may be paying for separating their work and family lives has yet to be examined.

These are a few of the strains and their sources among "intact" police families who are trying to make their families work in spite of the odds. These families are the ones who often get ignored in favor of the more extreme family crises involving alcoholism, divorce, domestic violence, and suicide.

Individual and Family Pathology

I saved the extreme family strains for last, because they need the most care in interpretation. Alcohol abuse, divorce, family violence and suicide are the concerns of many within the police community. It is tough to deal with deviations from the police image of perfect physical health and strict law enforcer. Too often deviations are carefully covered up either by the officer, his/her spouse, or the department. However, a strong indication of the seriousness of the problem is the fact that nearly 90 percent of the spouses felt that the police department should provide for the officer and their family both marriage enrichment programs and psychological counseling; 75-82 percent felt that alcoholic rehabilitation and stress reduction programs should also be provided.

o Alcohol Use. The self-reports of our officers revealed that 36 percent of them felt worried or guilty about their use of alcohol and nearly 1/5 (17%) were above the scale mean. A significant minority of the spouses were also concerned about their mates' drinking behavior--23 percent exceeded the scale mean in their expressed concerns. This is consistent with the spouse's overwhelming support for alcoholic rehabilitation programs. Not surprisingly, excessive drinkers were higher on divorce potential, depersonalization, emotional exhaustion and dissatisfaction with current assignment. The causal direction of these relationships can not be determined with the current data.

o Divorce. Within our sample 6 percent of the overall sample was currently divorced. Based on 1984 Census data, this rate is around the national average of 6.5 for ages below 35. Gender differences were striking. Currently divorce female officers represented 13 percent of our sample--twice the national average; compared to 4 percent of the males. Females were also twice as likely as males to be separated (3 v. 7 percent). A divorce history was not calculated. It could be that a significant number of currently married were formally divorced. Also, it should be noted that this survey was promoted as a work-home study; thus perhaps biasing the sample towards the currently married.

Forty-one percent of the divorced males and 21 percent of the divorced females reported that police work was definitely a factor in getting divorced or separated. A fifth were unsure of the pressure of policing on their former marriage.

o Family Violence. According to Bibbins (1986) there is a growing number of scholars who assert that there is a direct link between police stress, family/marital discord, and incidents of excessive force/brutality. Some argue that officers who work daily in a potentially negative and sometimes violent environment may unconsciously promote and perpetuate an acceptance of violence. Is it possible that "high" exposure to street violence facilitates family violence? Although we have the data, we have not had the resources to address this question.

Ten percent of the spouses reported being physically abused by their mates at least once; the same percentage claim that their children were physically abused. The officers were asked a less direct question, that is, if they had ever gotten out of control and behaved violently against their spouse and children in the last six months. We did not define the type of violence. Thus, violence could have been interpreted as verbal or physical threats or actual physical abuse.

Approximately, 40 percent said that in the last six months prior to the survey they had behaved violently towards their spouse or children. Given that 20-30 percent of the spouses claimed that their mate frequently became verbally abusive towards them or their children, I suspect that a significant number of police officers defined violent as both verbal and physical abuse. Further analyses showed that years on the force were not associated with violent spouse behavior. However, among male officers violence towards children jumped 12 percent after the first three years (i.e., 28 percent in the first three years and 40 percent in years four to seven); another nine percent leap occurred after eight years of service. Although the relationship between tenure and violence was not statistically significant for females, four to seven years showed the highest frequency of violence toward their spouses and children. However, unlike the males the frequency of reported violence subsided after the seventh year.

A comparison of our data with national official reports on the incidence of child abuse was difficult. The three major data sources are contradictory and other studies often used different definitions and measurements for the same variable. According to Gelles and Conte (1990) parent self-reports of very severe violence toward children was 36/1000 (3.6%) children in 1985. Our data is based on number of abusers not the number of children; and does not make a distinction between severe and non-severe. Thus, a comparison is not appropriate.

In 1985 the national incidence of severe spouse abuse was 30/1000 (3%) couples; 113/1000 (11%) for any type of spouse abuse. Since our survey did not capture the severity of the abuse, we can only report that a physical spouse abuse rate of 10 percent represents a violence rate slightly below the national average for all types of spouse abuse.

Finally, it must be noted that under reporting is a problem in the general population, and I suspect it may even be a more serious problem in this population, particularly for the female spouses. Our interviews revealed cases where abused female spouses sought refuge in another police officer's home and went to great lengths to conceal the problem from police administrators for fear that their mate might lose his job. On the other hand, one could argue that perhaps police officers accept a higher level of violence; thus under reporting may not be a problem. In sum, the fact that at least 40 percent admitted to violent behavior within the family in the last six months prior to the survey may reflect not so much acceptance, but a cry for help.

o Suicide Thoughts. Definitive data on suicide among police are needed. It is believed that suicide is more common among older police than younger ones; and is usually associated with marital distress, impending retirement, and alcoholism (Schwartz and Schwartz, 1975). Our study only focused on the frequency and correlates of suicide thoughts. Thirty percent of our sample had suicidal thoughts sometimes and 10 percent exceeded the 7 point scale mean. An equal and moderately strong relationship was found between suicide thoughts and assignment satisfaction (.36) and divorce potential (.36). Strikingly but quite unexpectedly, the strongest relationship the officers' suicide thoughts had with any variable was with spouses' satisfaction with the officers' current assignment (r=.59).

Future Research And Program Needs

The need for systems research can not be over emphasized. Police officers are embedded in systems of interacting people. Two of their most prominent systems are the other officers and their families. The data support the fact that what happens at work affects the family and vice verse. The influence of Job burnout on spouse interaction and potential for divorce as well as the relationship between the officers' coping strategy and that of their spouses', indicate that we can not take an individualist approach and expect to fully understand police job strain. The literature is entirely too sparse with regard to marital dyadic studies; stress research must make dyadic family research a high priority.

Unfortunately, because of the linkage between women and families, research has neglected (exception, males' income and family well-being) to examine the intricate tie between the work environment of males and their family life. In at least one respect, our study shows that the linkage between men's work and family life is tighter than that of women's. We need to further explore these gender differences and their consequences.

Children are also part of the system. Several times during the interview stage, officers strongly requested that we interview their children. Resources did not allow such inclusion. Given the difficulty with child care and parent-child quality time as well as the large minority of officers who expressed some type of violent behavior (infrequently or frequently) towards their children, future research should not neglect the perspective of children in the work and family dynamic interplay.

The social network of police officers is in need of further study. By tradition police officers are enmeshed in a tightly knitted organization which accepts and often encourages suppression of emotions and keeping information within the group. Yet, our study showed that not all work supports provide positive outcomes for the officer or his/her family. With the exception of our seminal work, studies (empirically based) have not even indirectly addressed the negative and positive effects of in-group ties on police officers and their families.

Subgroup difference should be acknowledge. Although not consistently reported here, there were significant differences among males and females and Blacks and Whites. The high divorce rate among women police officers and Blacks as well as the similarities between Blacks and women on a number of factors (e.g., their low levels of depersonalization) are in need of further study. Such a study may suggest effective structural responses and provide us with useful work-family coping strategies for women and ethnic minorities in general.

Finally, the spouses clearly stated their needs which they felt the department should fulfill. They gave top priority (ranging from 68 to 99 percent support) to programs for psychological counseling, stress reduction, alcoholic rehabilitation, marriage enrichment, health programs, child care services, and career counseling/pre-retirement planning. This menu is long and expensive; it is doubtful whether any police department as currently funded could meet all these needs.

Further, while human relationship workshops are not new to work settings, institutionalizing programs that do not specifically address labor-management interactions or job performance may meet with resistance. Most work institutions are not willing to invest money and time in projects (e.g., marriage enrichment) that do not directly relate to profit, productivity, or serving their client. For example, it was difficult gaining acceptance for this present study. It took us nearly two years to find a police commissioner with a deep appreciation of the work-family linkage relevance to policing and the courage to allow within the police ranks civilian researchers. Reasons given for non-participation by departments that bothered to return our calls, included a denial of a work-family stress linkage (e.g., only officers who separate work from family survive and remain in policing); fear of adverse publicity with no tangible benefits, and a belief that any demonstrated linkage would indicate that the departments must take responsibility for civilian spouses who are assumed not to be part of their jurisdiction or budget. What is needed are more studies which establish the linkage between the programs these police spouses request, the benefits of these programs to both the police department and the citizens on the street. These programs should be well designed and scientifically evaluated for their feasibility and effectiveness.

The interplay between the goals of funding agencies and the police administration goals was problematic for us at times. Internal affairs often delayed our schedule. One of our departments lacked the resources for stress services; thus exchanged their participation in our study for our "free" participation in a stress workshop. We creatively turned this type of request into data gathering opportunities. However, because they were not unanticipated, they were not part of the budget.

Future researchers must make police departments and funding agencies more aware of each others priorities. Funding agencies must be prepared to accept no cost extensions, since police services and internal affairs may supersede research agendas. They must expect to give tangible benefits up front if necessary (e.g., stress workshops as a means of service and data gathering) in order to gain the greatest amount of cooperation (Note: We attribute our high response rate which was unexpected by the FOP presidents, to our high service participation). In order to preserve anonymity and to create trust, we agreed to delay publications until after we left the field--a professionally disadvantageous decision; however, advantageous to study feasibility. Many officers are highly cynical of outside researchers; believing they are only after the next book and could not care less about them as human beings. On the other hand, police departments must appreciate the disadvantage of undue delays to the research process. Hence, if they commit to participation they should commit to a timely completion.

Most importantly, any attempt to deal with police officer stress, must include input from their families. During our workshops and interviews with the spouses, the spouses became excited about my suggestion that police departments consider institutionalizing an advisory board with official representation from both male and female civilian spouses (similar to the military ombudsman model). Such a board could provide the necessary forum for a proactive approach with regard to departmental policies which affect police families. It would further serve to reduce the negative view spouses have of the department to which their mates dedicate their lives.

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- Dr. Gary Peterson, Chair of Family Resources and Human Development at Arizona State University, who earnestly sought travel funds so that I could present this study before the U.S. House of Representatives.
- Mary Beardsley who assisted in last minute data analysis.
- My family who provide me with continuing support.

Chairwoman **Schroeder**. Thank you very much.

I want to thank the whole panel. I have learned a tremendous amount, all things that you think you should know, but it is amazing how you don't stop and reflect on it. Hearing from you will help the average citizen understand how vital this area is and how important it is to focus on it.

Mr. Riggs, this is a great chance. You can ask you wife questions. My husband would love this.

Congressman Riggs.

Mr. **Frank Riggs**. Thank you, Madam Chairwoman.

I would like to compliment all the witnesses for their outstanding testimony this morning. I would like to launch into some of the questions that come to mind.

I guess for Dr. Scrivner and Dr. Boulin Johnson, how widespread today in American police forces is the availability of police psychological services? Do you have an idea as to how many agencies offer this service on an in-house or contractual basis?

Ms. **Scrivner**. We don't have those figures that would pin it down quite that specifically. What we do know is that there is a growth in the offering of these services. A 1988 study surveyed a significant number of municipal and suburban jurisdictions and found that over half of them did offer these services. But the concern from the family perspective is that frequently when services are offered they include only the pre-employment screening of applicants.

Mr. **Frank Riggs**. Sgt. Sommers, in your case—and thank you for appearing this morning and sharing your experience because I think it really helps us better understand the sort of traumatic experience that you could routinely encounter in the line of duty and a situation that you and your family had to work through—in your agency are these services, services that you availed yourself of? Are they part of your benefits package?

Mr. **Gary Sommers**. I believe they are offered by the county as part of the police department, not as part of our bargaining agreement. And they are available to anybody any time.

Mr. **Frank Riggs**. But this is not a negotiable item, so to speak?

Mr. **Gary Sommers**. No.

Mr. **Frank Riggs**. So in your situation this was a direct expense to the county to contract with the doctor that you and your family worked with?

Mr. **Gary Sommers**. To my knowledge, it was.

Mr. **Frank Riggs**. I know my wife may have an opinion on this, so I would like to ask her first and then the two psychologists. I will preface it by a brief editorial on my part.

One of my observations in law enforcement was it was not so much external stresses of the job that cause police job stress and ultimately cause, I think, too many good people to leave the profession, but, rather, there are the internal stressors—shift work and what have you. Petty bureaucratic politics I think a lot of times enters into play. What is your opinion on that? And, for the two psychologists, were you able to capture that in terms of the greater stress-causing aspect of the job, whether it was the internal or the external?

Dr. **Boulin Johnson**. By the way, I am a sociologist. Feeling that the department was not treating one fairly was the most prominent stressor that we were able to identify. It was much stronger than anything else. In fact, we didn't talk too much about the street stresses as a result of this observation.

After we went through five workshops we realized the street wasn't really the problem as much, and that surprises people.

So the burnout that we are talking about is really coming from departmental conditions and environment.

Mr. **Frank Riggs**. Cathy, do you have an opinion?

You made a reference, Cathy, to the fact that leadership needs to be enlightened or the idea of providing psychological counseling and psychological services has to come from the top down. What was your observation based on, your law enforcement career?

Ms. **Cathy Riggs**. In the City of Santa Rosa I believe we were probably more progressive than other organizations though the internal stress was definitely there. Some organizations—Santa Rosa was known to be an organization that had high accountability to the officers on their actions. Any citizen could call and complain. That would start an internal investigation, which is highly stressful and there were members, supervisors, who used to consider these internal investigations opportunities for advancement. So most definitely the internal stress is there.

I think most officers find that there is enough on the street. Though there is a lot of negative, there is a lot of positive reinforcement that keeps them there in the job, and it rewards them personally because certainly the money is not the reward to be at the job. So it comes from internal satisfaction.

Mr. **Frank Riggs**. Dr. Scrivner——

Ms. **Scrivner**. In terms of the literature, there are many discrepancies and disagreements, but this is one area where there is general agreement. Almost every study identifies the stressors coming from within the organization as predominant in terms of their significance. However, I also think that is probably true of many occupations, that people do identify the internal stress factors as predominating over other aspects of the job.

Mr. **Gary Sommers**. In my particular case, that was one of the biggest factors in getting me back was that the administration listened to the psychological services unit and followed their advice in how to handle the situation instead of just taking me as an officer and sweeping me under the rug and putting me in a desk job and saying, maybe in a couple of years he will be okay. They listened to what the psychological services unit said, did what they said, and things were a lot better.

Mr. **Frank Riggs**. It sounds like the leadership in your agency is enlightened and regards their human resources as their most important assets. How many years had you been on the job?

Mr. **Gary Sommers**. When the incident occurred, I had 15 years on.

Mr. **Frank Riggs**. Do you think that an entry officer would have received the same attention, the same care?

Mr. **Gary Sommers**. I do. I really do. They are very good in that respect.

Mr. **Frank Riggs**. Two other quick questions. One is, there are some trends to seem to try to bring balance, if you will, to the delicate relations and the dynamic tension between police management and rank and file. In California, for example, the peace officers' Bill of Rights is the focus of binding arbitration for public safety employees. Would either one of those—or do they significantly impact the level of police job stress, the availability, if you will, of a police officers' Bill of Rights, and the availability of binding arbitration as it relates to pay and benefits negotiations?

Because I know that disparity in pay and benefits can sometimes cause disgruntlement, low morale. And some agencies participate in benchmark surveys so they receive pay on a parity with agencies in surrounding communities. Are either one of those significant factors?

Ms. **Scrivner**. Are you addressing this to me?

If I understand your question, it is, would these services be included as part of a policeman's Bill of Rights or be part of the bargaining package. I think, yes, that that would be very helpful. That may be one way to ensure greater availability of services and more standardized kinds of services throughout the country.

The program Sgt. Sommers refers to is the program of which I am the director. We may have those kinds of services in the Washington area, but even some of the other police departments don't have comparable services. So to ensure consistency I think your suggestion is more than adequate.

Dr. **Boulin Johnson**. I would like to make a suggestion that came from several of the spouses, and that is that many of them feel like the job interferes with their lives enough that they should be a part of a family advisory board where they have official status, they are recognized, so that they can perhaps prevent some of the policies from going into place before they go into place or at least have some influence on them. I think that is something the department should seriously consider. They already have this type of spouse representation in the military.

Mr. **Frank Riggs**. I think that is an excellent idea. Is enough being done in the area in the preventive sense? I know it is tough because I can still harken back to being a 24-year-old young man right out of military, very enthusiastic about going into law enforcement.

I think I had certain notions about law enforcement that I tended to glamorize the profession more than perhaps circumstances should have warranted. Unfortunately, that wore off all too soon when you get out of the academy and start working the streets and reality hits home.

Is there more that can be done in a preventive sense in terms of improvement in recruitment, screening, hiring and training of police officers to prepare them for police job stress? This is just an open-ended question, so anybody go ahead.

Ms. **Scrivner**. I would agree that training is critical. In Prince George's County we do provide eight, two-hour blocks of instruction to all recruit classes. The goal is to inoculate them to the kind of stress that they are going to experience. We touch upon families. The big lack here is training or ongoing orientation for families. That is very much needed.

Mr. **Frank Riggs**. So that element is missing?

Ms. **Scrivner**. Yes. That is an important point, and it is very difficult to bring police families together, particularly in the Washington metropolitan area where you have two income families. Just finding the time is difficult.

Also, recruits sometimes don't anticipate that these things are going to become a problem three years down the road. There is a lag in what we are doing right now to try to integrate the family into some of the things that they can expect, using a prevention education model.

Mr. **Frank Riggs**. Yes. I sense from the testimony of Sgt. Sommers and my wife, a 15-year plus veteran, 12 years in California, that we have made great strides. When you harken back to years ago when you first entered the profession and today, it is light years of difference.

Sgt. **Gary Sommers**. Very much so.

Mr. **Frank Riggs**. We are about to take up this week or next the subject of civil rights legislation. In part that legislation is intended to remedy certain Supreme Court decisions pertaining to so-called reverse discrimination lawsuits. I know in northern California, the San Francisco Police Department in specific, there have been promotions mandated—court mandated promotions—of certain minority groups and women police officers in part to address the fact that they were woefully unrepresented in the police force versus the percentage representation in the population as a whole.

Has reverse discrimination in hiring and promotion practices shown up yet in the empirical data relating to police job stress.

Dr. **Boulin Johnson**. I was trying to find out. Yes. I am trying here to look for the exact percentages, but we did see some kind of effect. There were officers who felt that their chances for promotion were hindered by the presence of women in the department. It was, basically, a male/female issue rather than a black/white issue.

Mr. **Frank Riggs**. If I may jump in. Which is what—the Tempe or the Tucson Police Department, Arizona law enforcement agencies?

Dr. **Boulin Johnson**. Two major departments on the East Coast. Although we looked at five departments. We did see some kind of effect. We are just now beginning to investigate this issue.

But while we are talking about that subject, I would like to mention that I did complete a study on black police officers and their feelings of discrimination within the department. And what I was interested in is not only their feelings but how those feelings affected their family life. And I found that discrimination—perceived discrimination within the department—had a spillover effect into their families, lowering their family marital interaction and increasing the possibility for divorce.

Mr. **Frank Riggs**. Thank you very much for your comments.

Thank you, Madam Chairwoman, for your generous time. I appreciate it.

Chairwoman **Schroeder**. Thank you.

Congressman Barrett?

Mr. **Barrett**. Thank you, Chairwoman Schroeder. And I would offer my apologies for being a little bit tardy. And I would ask that my opening statement be included in the record.

I particularly enjoyed the remarks that I have heard this morning, and I want to thank those of you who have taken the time to testify before this committee. My colleague, Representative Riggs, and Cathy, this must be one of the few times that a wife has testified before a panel of which her husband has been seated. Interesting.

Perhaps a question to the Sergeant. Would you think that rookies or veterans and their respective families are more likely to seek counseling? Or perhaps Dr. Scrivner might like to jump in, too. Is it rookies as opposed to veterans or is there any distinction?

Mr. **Gary Sommers**. From my view, the rookies of today are much more apt to get psychological services, counseling than I would have been as a young officer. When I was a young officer it was looked on as if you went to get any type of mental health counseling, there was something wrong with you and maybe you should not be a police officer. Nowadays when they come in and they talk to these recruits in the academy and they start them out from that it is much easier for them to go to psychological services and knock on that door and say, I need help, than it was before. Maybe you can add to that.

Ms. **Scrivner**. I would confirm what Sgt. Sommers is saying, that there is a greater permissibility among younger officers now to utilize services. However, we do see some of the more severe problems with the older officers who have had more time on the job.

Mr. **Barrett**. Mrs. Sommers, you are nodding in acknowledgment. You would agree with that statement from the Sergeant?

Mrs. **Kay Sommers**. Yes, I do.

Mr. **Barrett**. Is there any common characteristic that is prevalent among those that are seeking counseling that you could identify at this point? Anything in particular that jumps out?

Ms. **Scrivner**. Are you addressing that to me, Mr. Barrett?

Mr. **Barrett**. Yes.

Ms. **Scrivner**. There is no common characteristic that cuts across all police couples or all police officers seeking assistance. They seek assistance for a wide variety of reasons, and one of the problems that my testimony addressed was the fact that we do not have an adequate data base indicating the extent of these problems.

So we might see many of the same kinds of things that have been discussed in the various testimonies in our case load at psychological services.

Mr. **Barrett**. Thank you.

Dr. Johnson, on page six of your testimony I was interested in your comments about coping, coping strategy. You indicated that police officers' use of religion appear to do no good at all, and yet you also said, in contrast, a spouse or the family seemed to benefit and reduce the level of stress or whatever. Could you embellish a little? Could you enlarge upon that statement just a little for me?

Dr. **Boulin Johnson**. This was an unexpected finding. First, coping as far as religion is concerned is really never included in research as a coping mechanism. We are not really sure—we are very confused about the finding, but, apparently, the spouses may have a deeper faith and belief than the officers, and when they pray or when they seek God in their conflicts they really believe they are going to get an answer. Questions on reliance on prayer and God underlined our religion variable.

The only thing we can think of is that the officers may not have that same kind of faith, but the fact that their wives have the faith gives them more courage to go on or to face their conflict.

Mr. **Barrett**. Thank you.

Cathy, I can't let you off the hook. Have any of the management skills—or the negotiating skills perhaps is a better way of putting it—that you learned while you were police officers come into play since your husband has been elected to the House of Representatives?

Ms. **Cathy Riggs**. Well, what I would like to say is that police officers are truly the best salesmen in the world. So if you consider that they are the best salesmen in the world, they have a good opportunity as politicians to sell themselves as well.

Mr. **Barrett**. Do you think that you have had—where both husband and wife are police officers, does that create a little better understanding and a fulfilling relationship, where one of the spouses knows what the other spouse is doing and where he or she is, that sort of thing? As opposed to we, quote, civilians?

Ms. **Cathy Riggs**. Frank and I worked for two different organizations, and I am trying to think. I don't think we really had except on a couple of occasions where we were both actually on the street at the same time, and Frank showed up at one of my calls and I told him to go away. I think in one sense having a spouse who is also in law enforcement is good. It is supportive.

Personally, for me, I found that when I was in a situation that was life threatening I definitely did not want to go home and tell Frank about it because I knew his reaction, what it would be. I think there are pluses and minuses.

I found, too, that when we were both competing for promotions naturally that we were both very supportive of the other person, of getting ready for that process.

Mr. **Barrett**. You spent a lot of time, and rightly, understandably so, talking about stress. Time spent with the officer due to the shift work, reinforcing the isolation, frustration with the court systems, hazards of the job, the ugly side of humanity, etc. Is it fair to say that this is compounded when both spouses are law enforcement officers?

Ms. **Cathy Riggs**. I believe so. Frank and I would kind of take turns on whose turn it was to complain or be depressed about what was going on at that time in our lives, either because of the case load or a problem with a supervisor.

Mr. **Barrett**. Excuse me. Dr. Johnson?

Dr. **Boulin Johnson**. I would like to say something about dual career couples. We found the pluses and the minuses in our study as well. The Riggs appear to have a wonderful relationship, but not all officers have wonderful relationships, so I want to provide some balance.

When we did the workshop for the female officers, those female officers who were married to other officers would often say that "when I come home from a hard day at work, and I have identical problems to my husband's, he is always saying that, 'it is my job to be supportive, that it is the woman's job to be supportive. Therefore, I really don't want to hear your problems. You have to listen to mine.'"

Another minus is that—I guess it is a plus and a minus—many of the officers who had sequential shifts—in other words, the female may work during the day and the male in the evening—found that their children were always supervised by at least one or both of the parents all the time. And so that was a plus for the children.

However, their marriage suffered because they weren't together enough. They were always with their children. And so they were finding that there was a tremendous amount of strain in the marital relationship but fairly good relationships with the children.

So there are pluses and minuses, and I think we need to keep that in mind.

Mr. **Barrett**. I think you have all probably hit very hard on the issue of stress. How effective is peer counseling? I guess it is a very straightforward question. Dr. Scrivner, would you like to respond to that?

Ms. **Scrivner**. Well, my understanding is that in some departments it has been extremely effective. In the department where my program is housed, we did a survey looking at the possibility of implementing peer counseling, and the police officers, as well as the civilian personnel, overwhelmingly rejected the notion, based on two factors.

One, they felt if they were going to see someone about problems they were having, they wanted to see a trained professional. And they were very concerned about the confidentiality of the information. That was a major issue they were concerned with about peer counseling, because police departments, as you probably are aware, are very much rumor mills. They were very much concerned that the information be protected.

Those were the two reasons that officers in Prince George's County turned peer counseling down. But there are police departments that have had a great deal of success with peer counseling. So I think it is pretty variable at this time.

Mr. **Barrett**. Sgt. Sommers, would you care to comment on that?

Mr. **Gary Sommers**. Yes. At the time of my accident, I did have another peer that I could turn to who had been through a similar situation and leaned on him very heavily. Since the incident, I have been called upon twice to talk to different officers around the country that have had this same situation or a similar situation happen. It is very important to be able to relate to somebody. I related very well to Dr. Goldstein, but it was also important that I had someone in my shoes who I could talk to. And, for me, it was important.

I also feel nowadays that when I can help somebody else, it makes me feel good, you know, to let them know that what they are going through they will get through and there has been somebody there before and it is not the end of the world and life goes on.

Mr. **Barrett**. Thank you.

Cathy, would you care to respond to that?

Ms. **Cathy Riggs**. I think what the Sergeant has to say is very important because no matter what the contact is you need that other person who has been through it as well to make you feel that, you know, you aren't crazy, that these feelings are real, and that there is going to be a better day down the road. And it is very critical, I think, just the sense of—as I refer to the peer counseling—as more of a buddy system that you know that there is someone else out there that also cares about you.

Mr. **Barrett**. Thank you.

Just one final question, Madam Chair. How do we make police bureaucracy—and some of you have touched very hard on that issue—more responsible or more family oriented? Let me put it that way. Where does the problem lie? Is it in the academies? Is it in the recruiting? How do we make it more family oriented? Dr. Scrivner?

Ms. **Scrivner**. My impressions are it is within the supervisory structure, which, obviously, implicates management. Training academies generally tend to be quite sensitive to family issues, but within the supervisory structure police supervisors can be overwhelmed by the needs to provide the minimum manpower on the streets, so very frequently they will not hesitate to call someone in on a day off or ask them to give up a family event to assist them.

Within that structure I think we need to do a lot in terms of training to sensitize people to the kinds of disruptions that they impose on a family. There are minimum standards for requirements of coverage but we need to do more in that area.

Mr. **Barrett**. So the problem is still essentially within the police bureaucracy itself, management?

Ms. **Scrivner**. Yes, I would say so.

Mr. **Barrett**. Any disagreement, Dr. Johnson?

Dr. **Boulin Johnson**. No, I certainly do not disagree. But I think that even though we are becoming more and more aware of the linkage between work and family, many supervisors still do not think there is a linkage. They are still within the frame of reference of "if you can't handle your own problems you need to get out of the system and make way for someone that can."

I think we need to demonstrate to them what that linkage is and how that linkage has repercussions for the performance of the people that are out there doing the work.

Mr. **Barrett**. Thank you. Thank you very much.

Thank you, Madam Chair.

Chairwoman **Schroeder**. Thank you.

I think that is very interesting because one of the goals of this committee is to try and make the work place more family friendly, and it sounds like the police force is maybe one of the areas where we need much more focus than in a lot of other places.

As you were talking, I was thinking one of the easier things that we have in the military is that everybody lives together on a base, so there is a focus and a focal point and other resources which, obviously, the police don't have. And so you are running against the wind right away, or it is a much more difficult thing.

Let me ask a question about underreporting. We often hear that when there are incidents of family violence, child abuse or family abuse or whatever, it is very difficult for a police family to call the police. I mean, is that something that you would find? So that, in a way, we don't quite know what we really do have here so the statistics are not very good because you really hesitate to call the police because the whole police operation is kind of like a family, too. It is like you are turning in one family to the other family. Is that an accurate statement that we should deal with? Do you find that, Dr. Johnson?

Dr. **Boulin Johnson**. Yes. Actually, my first awareness of family violence within the police community came through a few interviews where the individuals just said in passing that we housed one of my police friend's wife, who had been beaten by her police officer husband. And that came up at least three or four times in the space of about—well, my best guess—maybe 15 interviews and three times that it came up. And I thought, oh, my heavens, this is something that is hidden. I asked the individual—the first individual—why didn't they go to a shelter. They said they could not go to a shelter because they were afraid that if the police department found out about it that their husbands would lose their jobs.

So they felt like going to another police officer's home was the safest path.

Chairwoman **Schroeder**. So, again, that would be another level of tension that you don't quite see in the military because you are very hesitant—you are hoping for a better day, and you don't want to jeopardize everything by reporting it.

Dr. **Boulin Johnson**. Although I was kind of surprised that 40 percent of my officers admitted to being violent. It seems that there may be a higher acceptance for violence in the community than I had expected. So maybe the spouses are underreporting. The officers—40 percent seems extremely high. If that is underreporting, I am surprised.

Chairwoman **Schroeder**. Maybe it is also a cry for help.

Dr. **Boulin Johnson**. I thought about that as well.

Chairwoman **Schroeder**. I mean that could well be, too.

Dr. Scrivner, Sgt. Sommers was talking about the psychologists that he deals with and how important it was. I assume that part of it was his specialty of being, working with the police, so he understood a little more, rather than someone who had never done this before. I take it from your testimony that was terribly helpful.

Could you describe the Prince Georges services package that the police department has there?

Ms. **Scrivner**. Surely. The program was developed on a grant from the Maryland Governor's Commission on Law Enforcement and provides a variety of services. The service received by Sgt. Sommers is just one of those services, but we take that one very very seriously. Any officer involved in an on-duty traumatic incident would receive immediate response from my office. A psychologist would meet the officer at the hospital, if that is necessary, or wherever the incident is being investigated and would go immediately to the officer in the field.

However, we provide a wide range of other services as well. We do research for the department, applying behavioral science technology to some police problems that gives them a different focus, a different data base of information that they might not ordinarily collect themselves.

We do a tremendous amount of police training. I have mentioned the recruit training, but we train field training officers, those who take the recruit out of the academy and help them apply hands-on police skill. We do supervisory and management training, as well. In fact, we conducted a two-day management stress workshop for the command staff—alluding to what Mr. Barrett was talking about, trying to educate commanders as to the importance of family issues as well as their own stress levels.

We will also provide specific kinds of management consultation, but the keystone of the program is the counseling service where any family member or any police employee can call psychological services, get an appointment, come in and receive an initial assessment of the problem with recommendations for the appropriate therapeutic follow-up.

And that is really the keystone. That service includes some of the other specialized services that I talked about, such as the on-duty HIV exposures and interventions for any officer that is involved in an excessive force complaint. The latter situations—I think we are probably all fairly sensitive to that right now—have tremendous impact on police families. They fear financial ruin and social ostracism, and we really need to provide some kind of support services for them.

The counseling service is the major part of the program in addition to the 24-hour response that provides the kinds of services that Sgt. Sommers referred to.

Chairwoman **Schroeder**. With the incredible pressure cities are under—and as I was driving to work this morning they were playing some of the speeches of the candidates running for mayor of Philadelphia. It was very interesting because there was a real theme about we will hire more police officers, we will put them on the street, we will do this, we will do that.

Nobody was talking about the quality of life of the police officers. My guess is as we see more and more pressure economically come on cities, these are going to be the first things cut. I mean, for the few places that are enlightened enough to have them, my guess is there is going to be a real tendency to try and cut them.

Ms. **Scrivner**. They are very vulnerable to budget cuts.

Chairwoman **Schroeder**. I think one of the things all of us would appreciate is—you can do that as a take home exam—but anything that you see that would be helpful for the Federal Government to do in a crime bill in the future, we would really appreciate your input.

I know we used to have educational packages for policemen and other such things, and a lot of those have been cut out or cut back to the point where they are hardly out there. So any ideas, please let this committee know because we are trying to figure out what the most comprehensive thing might be.

Cathy, let me ask you one question, too. We often hear some of the women in the police force feel that there is still a lot of sexual harassment that is difficult within the police bureaucracy, that you add that extra burden. Did you hear that among some of your fellow colleagues?

Ms. **Cathy Riggs.** I was in a unique situation in that I was their first female patrol officer, and I was the only female officer for about two years. As I said before, my organization was quite enlightened, so I was allowed to become a field training officer after only having two and a half years of experience when the opportunity arose through the department.

They hired three new additional female officers. So part of their field training was an opportunity to ride along with me as their training officer and give them a perspective of as a female how to approach the job and be successful.

I found I was hired in a very competitive process, and my approach to the job was that I was a police officer first and a female second. And I believe because of that approach that, because I was not a token female, that I was there on my own merits as were the other women that were hired really made a difference in how I was treated by the other officers. I found, quite frankly, that my better friends and my closest mentors were some of the oldest and saltiest of the officers. Because they knew I was out there to do the job. And I think that—in my particular organization—that was the situation.

I know that it was very different in other organizations. It comes—I found at a certain point in my career, when we had hired a large group of officers from Southern California that did have an anti-female police officer attitude, that I did have some difficulty at that point with those particular officers. But the organization was very good, I think, in treatment of all officers.

Chairwoman **Schroeder.** Dr. Johnson, did you find some of that? I noticed when we were talking about affirmative action and civil rights you said there seem to be more male/female things than black/white.

Dr. **Boulin Johnson.** I just found my data on that. Overall, when you look at female attitudes and perceptions of differential treatment by gender, males in the departments that I surveyed tended to feel like they have to carry an extra load for female police who cannot handle difficult situations. They felt like the department went easy on female, officers who abused medical leave and do not perform their duties. They felt like women were getting away with it, in a sense.

On the other hand, all—both males and females, black and whites—felt that over all police women get mixed signals from male officers on whether to act as a woman or as a police officer. There were many interesting stories that were told that were fascinating in this regard.

So many of the women thought of themselves as police officers first, but they weren't treated that way.

If I could give an example, if the time permits, I will. There was a woman that was called—got a call. It was a robbery of some sort, and it was dark. She showed up on the scene and got more backup than she needed. The male officers, when they arrived, told her to get behind the building because this could be dangerous. Her thought was, "Well, should I be flattered because they are protecting me, or angry because they are not allowing me to do my job?"

And I heard stories like that very frequently.

Chairwoman **Schroeder**. I think that you make a very good point. We are in a very difficult transition stage, and so that is one of the things that is very hard. I think watching these young kids playing soccer together and everything, it is very helpful because they are going to grow up thinking of each other as teammates. But we are dealing with generations who have not thought of each other as teammates, and so it is a little hard to transfer that in anything that is done. So I think you make a good point.

Well, let me thank every one of you.

Is there anyone that knows anything about any child care that is ever done by any police departments?

Ms. **Scrivner**. Not to my knowledge. No.

Mr. **Frank Riggs**. Not there yet.

Chairwoman **Schroeder**. I know that 24-hour-a-day child care is a very serious concern because the job is all hours, and the point about being called in off hours and so forth and so on, it is very hard to schedule your child care around that if there is no provision.

Mr. **Frank Riggs**. Madam Chair, if you would yield for just a moment on that, and maybe I could encourage my wife to tell about our situation—very appropos—about our difficulty in coordinating child care around our jobs. I am sure you recall the incident that I am referring to.

Chairwoman **Schroeder**. Did it break down today?

Ms. **Cathy Riggs**. Child care is always very difficult. Obviously, I am not a police officer right now, and that was one of the reasons that helped me make a decision to leave, was my son, Matt, was two and a half. And we had an incident where I was working patrol and drove into the parking lot of Ice Arena, and the baby-sitter that I had at the time had a son who was an ice skater. And when I drove out in the parking lot I found my son sitting alone in his car seat in the car, and she was nowhere to be found. You might say that I really saw red that day as I retrieved my son from the car.

But it is difficult since you don't have the normal days off. Often it is hard to find people to baby-sit on Saturdays and Sundays.

Chairwoman **Schroeder**. And you never know.

Mr. **Frank Riggs**. If I could just add an anecdote—he actually thought it was wonderful because Cathy put him in the patrol car. And all the way he was trying to get her to put on the lights and sirens.

Chairwoman **Schroeder**. She didn't put handcuffs on you, did she?

Ms. **Scrivner**. Just one brief comment. We have found that one of the major reasons that women leave law enforcement is because of the inadequacy of the child care and the concerns they have about their family life which eventually takes precedence over their career choice.

Chairwoman **Schroeder**. That is very very important to put on the record. I thank every one of you. And, as I say, as you think about this, the record will be open for a while. We would be more than happy to have any input. We really, really appreciate this very distinguished panel and your time. Thank you.

Chairwoman **Schroeder**. We have another distinguished panel this morning that we are very pleased to welcome. We have Beverly Anderson, who is a Clinical Director and Program Administrator for the Metropolitan Police Assistance Program in Washington, D.C. And she will be accompanied by Jeffrey King, who is an officer and peer counselor.

We have my own home town police chief whose birthday it is, so I am particularly honored that he would come out from Denver, Colorado, on his birthday. I think it shows his allegiance to his people, and we are very proud of him at home. Our chief, Aristedes Zavaras.

And then we have Anthony Daniels, who is the Assistant Director, Training Division, Federal Bureau of Investigation, Quantico.

James T. Reese, a Ph.D. and special agent, and he has a plane to make at one. I think at this point we are okay, but if something starts to happen, hold up your hand, and we will move you ahead of the process.

So if all of you would like to take the table.

Chief, you are in good shape. I promise I won't sing happy birthday. I am afraid I would get arrested if I tried to sing.

But we are really pleased to have you all here this morning. Again, we will put all of your statements in the record, and so you can summarize. I know you have all been patiently listening to the prior panel, so maybe you want to add, subtract, multiply or divide as we move along.

Why don't we start with you, Ms. Anderson? We welcome you, and the floor is yours.

STATEMENT OF BEVERLY J. ANDERSON, M.A., C.A.C., CLINICAL DIRECTOR/PROGRAM ADMINISTRATOR, THE METROPOLITAN POLICE EMPLOYEE ASSISTANCE PROGRAM, WASHINGTON, DC

Ms. **Anderson**. Good morning. I am here as the Clinical Director and Program Administrator for the Metropolitan Police Employee Assistance Program. However, in addition to being a therapist, I am also the wife of FBI Special Agent Chuck Anderson who for nine years has been a member of the combined FBI/DEA/MPD Drug Task Force. They were responsible for the investigation, and indictment of Rayful Edmond.

The Metropolitan Police Employee Assistance Program is a joint union/management program which combines the inherent trust that officers have for their union with the backing and the support of police management. As an outside contracted program, the therapists, of which I am one, are not employees of the Metropolitan Police Department. Nor are we employees of the city government. The result of that has been that police officers are invested in the confidentiality of the program.

The program is also located physically away from all police facilities. Again, in the best interests of confidentiality.

The combination of clinicians, of therapists and police officer peer counselors brings together what we think is the best of both worlds. That is, the police experience, as well as the expertise of clinicians.

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I think that the most significant difference in terms of our program is that it provides ongoing services, and what I mean by that is that most employee assistance programs, as you might know, are programs that evaluate and refer out. That is, an individual may come to a therapist for maybe three or four times, maybe even up to six times. However, eventually that person will be referred out. That does not necessarily happen in our program except in extreme cases. So that, unfortunately, what happens with police officers is that with the increasing cost of health care insurance and limited coverage for therapy, they are unable to obtain the kind of long term therapy that they need.

Also, we have found that many therapists are not familiar with the unique stressors inherent not only in law enforcement officers but in their families as well. And right now the median price across the country for individual therapy sessions is $80 an hour.

So if you have a police officer with a beginning salary of $25,000, therapy is not a priority when the officer is more concerned with expenses of daily living; $40 a week, even, is just a little bit difficult. And I know with our officers and the cost of living in Washington, D.C., it is especially difficult.

Our program does many things. We do education and training, and we have provided training for over 2,000 officers, including our debriefings of the police officers and their family members. We do peer counselor training. We do recruit training not only for the recruits but their family members. We have retirement seminars. We do roll call in service trainings and suicide debriefings.

In the last six months we have had three suicides and several attempted suicides. We have mid-level and executive level management training as well as family and spouse education. We have ongoing therapy groups, an alcohol recovery group, and an adolescent therapy group, which was supposed to have ended after eight weeks, and the adolescents voted to continue it.

We have marital couples' groups which are ongoing, marital retreats, and an adult children of trauma group. We have a post-shooting trauma group, and our department has chosen to make our post-critical incident debriefing a mandatory six sessions.

In my 15 years of work with police officers it has been my experience that when you ask a police officer if he needs help he usually says "no." So that when you make it mandatory, the officer does not have to deal with the myth that only the weak ask for help.

Our statistics—in two and a half years we have seen 849 police officers and/or family members. Our number one problem is family and marital. Forty-eight percent of everything that we see is family and marital. I concur with the other participants today with problems in family violence. We see a lot of that.

The number two problem that we see is stress related problems. Number three is alcohol, and number four is shooting and critical incident debriefings.

In terms of the types of problems that we see—I initially started my career as a children's specialist, so we do lots of evaluations with children, and we see issues in child abuse, discipline problems, school problems, hyperactivity, and attention deficit disorders. And I want to make particular mention about the kinds of problems that we see with children. I confer with teachers all the time, and I hear the same old story. Johnny is such a nice little boy, but his stories are so filled with violence. His pictures are so violent.

I have a six-year-old son. If you ask him what his daddy does, he will, at least in the second sentence, tell you that his daddy has a gun and he arrests the drug boys. This is a theme that is very much a part of children. And I don't think that we have even the smallest bit of research about this. Nobody has been asking these questions about the effects on children, but children are very very sensitive to what their parents do.

Recently we had the Mt. Pleasant riots, and we have been doing critical incident debriefings. One of our officers stated that her 15-year-old son because she was on the 12 hour duty refused to go to school until he knew that his mother was okay.

So it is very much an issue. We see violence, we see acting out, depression, suicidal ideation among our adolescents, conduct disorders, stealing, sleep problems, stress problems related to their parent's (the police officer's) PTSD. We do see lots of violence. We see problems with divorce, blended families, relationship problems and problems related to parental absenteeism.

One of the issues that was not mentioned this morning was the unpredictability of being a police officer.

During the five years that my husband was involved in investigating Rayful Edmond, there were lots of drug busts and, to tell you the truth, I had absolutely no idea what was going to happen during those periods of time. So I say that from a personal perspective.

I think it was Jim Reese in one of his writings about six or seven years ago who said that there is no such thing as a routine traffic stop, not until the officer leaves and the citizen leaves. And I think that, Mr. Riggs, you might know something about that. The stress-related problems among officers, loss of control.

From the years 1984, 1985 and 1986, the District government paid out $5.4 million in lawsuits against the District in claims of brutality. We see anger, depression, psychosomatic illnesses, anxiety, hypervigilence, attempted suicide, suicidal ideation, grief and loss issues, the feelings of alienation from society, workaholism—all the isms—food addictions, sexual addictions, eating disorders, nicotine addiction and financial problems. We also see alcoholism and the abuse of prescription drugs.

Thank you.

Chairwoman SCHROEDER. Thank you very much.

Officer King, did you have anything you wanted to add?

STATEMENT OF JEFFREY A. KING, OFFICER AND PEER COUNSELOR COORDINATOR, THE METROPOLITAN POLICE EMPLOYEE ASSISTANCE PROGRAM, WASHINGTON, DC

Mr. KING. Yes. Thank you.

I am a second generation D.C. police officer. I have been on the force for six years, but my father retired from the Metropolitan Police Department. And in the 20 years that he worked as a police officer, in this area, I saw a man who was never affected by the job. He came home every day and he was just dad. But soon, close to the time before retirement, he was getting divorced. He divorced my mom, and then he started suffering heart attacks. And in the 10 years he survived after his retirement he had six heart attacks. He also had chronic sugar diabetes. So I always felt as though I saw this job kill my father.

Now I became a police officer in 1985, after getting my Master's Degree from Howard University in Psychology, so I felt as though I was immune to stress because I knew what the symptoms were. During my first two and a half years I was undercover buying and selling, drugs, that was my main job. And I have also had a contract put out on my life before.

But those things did not stress me as much as when I, off duty, shot and killed a 17-year-old who was in the midst of a critical drug hit. The amount of guilt I felt for shooting someone wrecked me, and it is something that has made me really push for peer counseling and, therapy you know, getting really involved with the therapists in the office.

We respond to every critical incident, a therapist and an officer, to let them know that someone is there for them. I am there to let them know that I have been through it, and I am there for you. And the therapists are there to help them out and show them that they are not going crazy. We tell them the things they are going to go through.

It is helpful, too, because recently—there was a shooting incident with an officer, and I went there and I sat with his wife for five hours. He was in major surgery for 12. And just being there a lot of times is enough.

Hopefully, I will be able to answer any questions you have. Thank you.

[Prepared statement of Beverly J. Anderson, and Jeffrey A. King follows:]

PREPARED STATEMENT OF BEVERLY J. ANDERSON, M.A., C.A.C., CLINICAL DIRECTOR/PROGRAM ADMINISTRATOR, AND OFFICER JEFFREY A. KING, PEER COUNSELOR COORDINATOR, WASHINGTON, DC

The purpose of the Metropolitan Police Employee Assistance Program (MPEAP) is to assist police officers and their families in dealing with personal problems and job-related problems that often affect job performance. We have established a confidential counseling program that is respected by both police officers and officials. When we began the program, one of our primary purposes was "prevention" of work-related incidents that could adversely affect an officer's job ultimately leading to disciplinary action or even termination. Through the many "interventions" our counselors and police staff have initiated, the program has truly proven to be one of "prevention".

The Fraternal Order of Police (FOP), Metropolitan Police Department (MPD) Labor Committee instituted its Officer Assistance Program in September, 1986. Even before it was fully operational, calls were coming in from families, police officers and management.

In October, 1988, the program was accepted by management as a "joint" union-management program, supervisors have increasingly referred greater numbers of officers to us.

The joint "police director - clinical staff" has proven most successful. Because many police officers are distrustful of "outsiders" or those who are not a part of the police system, the presence of the police director and peer counselor coordinator has proven invaluable to the credibility of our clinical staff. The combination of clinically trained therapists and trusted police officers combines the best of both worlds.

Another valuable aspect of the program has been that it is far removed from any police facility thereby ensuring the confidentiality of the MPEAP.

SERVICES

THERAPY/COUNSELING

The MPEAP provides short-term supportive counseling/crisis intervention.Most clients fall into this category. Sometimes, such as in the case of death, divorce, critical incidents, post shooting stress or other situational life crises, long-term therapy is not needed. However, in some cases individuals' problems are very deep-rooted as in cases of child abuse/neglect, childhood trauma, clinical depression, etc. These situations may interfere so greatly with an individual's ability to function that long-term therapy is necessary. In these extreme cases, referrals are made to an outside therapist.

Although our initial plan for counseling was less than or up to six months, that plan has been abandoned. In fact, many of our clients have been with us for over 1 year. Why the change? The cost for counseling nowadays averages $80.00 per session. The recommended treatment is usually 1 session per week. Unfortunately, police officers do not have insurance coverage to pick up this cost or they will have HMO'S that may pay little to nothing towards the cost of treatment. Therefore, the chances that an officer/family member will follow up on a referral are very poor due to the financial burden posed by weekly therapy on the outside.

REFERRALS FOR IN-PATIENT TREATMENT

It has been our experience that treating alcoholism in police officers is best done in an inpatient setting. This accomplishes two critical tasks:

1. It takes the police officer away from the stress of the job, and
2. It removes the officer from his "drinking" friends.

ON-SITE EMERGENCY RESPONSE FOR SHOOTINGS & OTHER CRISIS SITUATIONS

The MPEAP staff along with the Police Director and/or the Peer Counselor Coordinator has responded to such critical incidents as shootings, accidents and injuries to MPD officers and/or their family members. By responding immediately and effectively, we have gained the trust of shop stewards, police officers, family members and officials.

POST SHOOTING TRAUMA

Post shooting trauma is a very real fact of life for those officers using deadly force. Research has estimated that 70% of officers involved in a shooting leave law enforcement within seven years. This figure reflects officers who have left due to emotional problems stemming from a shooting. One-third of the officers have a mild or no reaction, and one-third have a severe reaction. (Solomon and Horn, 1986; Stratton, et al., 1984.) Hence, two out of three officers involved in a shooting will have a significant emotional reaction.

During the past two and one half years, the MPEAP has provided debriefings for over 200 police officers involved in shootings, and critical incidents. It has been our experience that the sooner an officer begins to talk about the incident and the feelings that accompany it, the better his/her chances are of resolving/working through the trauma.

A general order now makes it mandatory for police officers involved in shootings to attend a minimum of six post shooting trauma groups. In addition, the officer is required to meet with an MPEAP counselor at least once following the incident. This order eliminates the conflict that officers often feel about "asking for help" for fear of appearing weak.

POST SHOOTING/CRITICAL INCIDENT DEBRIEFINGS

This group is co-facilitated as are all the MPEAP support groups, by a therapist and a peer counselor. It is best if the officer/peer counselor has been involved in a shooting himself/herself.

Many officers have reported that the stress of a shooting is compounded by the stress of resultant administrative, investigative and legal policy aftermaths within the department.
The officer's weapon and police powers are removed sometimes giving the officer the idea that he did something wrong.

An officer is often reluctant to talk about -- or even admit to himself -- his emotional reactions to a critical incident. Talking about fear, vulnerability, flashbacks and nightmares doesn't fit the image. Many officers attempt to suppress their emotions. Some officers have reported feeling that they "are going crazy" because of the emotional intensity of their reactions. He/she needs to know that what is being experienced are normal reactions to an abnormal situation. Only after acknowledging one's emotions can one begin to work through these reactions and come to grips with them. Who is in the best position to provide this validation of emotional responses? Who else but the fellow officer who has "been there" to say, "After my shooting, I had nightmares and flashbacks and I'm not crazy!"

TWENTY - FOUR (24) HOUR ON CALL SERVICE (DAILY AND WEEKENDS)

Normal business hours for the MPEAP have been 7:00 am - 6:30 pm Monday - Friday. The MPEAP philosophy is that flexibility and accessibility are of utmost importance; therefore, appointments are scheduled to suit the needs of the police officers.

The twenty-four (24) hour on-call service is maintained with a professional answering service taking calls after hours. In addition to the therapist "on call", a backup therapist is also paged.

MONTHLY TRAINING FOR POLICE PEER COUNSELORS

The MPEAP initiated and continues to be committed to a unique "Peer Counselor Model" of employee assistance program. This model has proven to be highly successful in that is combines police peer counselors and professionally trained therapists thus maximizing both trust and excellence in service delivery.

Peer counselors have been most effective in identification of officers with problems and in motivating them to seek further assistance. In addition, the use of peer counselors to co-lead post shooting groups, post critical incident stress groups were highly effective, especially when the peer counselor had experienced a similar problem as those members of the group.

GENERAL STRESS-RELATED PROGRAMS

In two and one half years of operation, the MPEAP has provided stress-related training programs for over 1500 MPD personnel.

SPECIFICALLY DESIGNED EDUCATION SEMINARS

The MPEAP conducts the following seminars on an ongoing basis:

- Peer Counselor Training
- Recruit Training
- Retirement Seminars
- Roll Call In-service Training
- Suicide Debriefings
- Mid-Level and Executive-Level Management Training
- Family and Spouse Education

SUPPORT GROUPS

- Alcohol Recovery Group
- Adolescent Therapy Group
- Marital Couples Groups
- Adult Children of Trauma Group
- Post Shooting/Critical Incident Group
- Stress Management Group for Officers involved in Disciplinary Action
- Marriage Retreat for Couples

STATISTICS

Types of problems:

1. Family/Marital

   Children's Issues:
   - Child Abuse
   - Discipline Problems
   - Hyperactivity/ Attention Deficit Disorder
   - School Problems
   - Violence/Acting Out
   - Depression
   - Suicidal Ideation
   - Conduct Disorders -
     - Stealing
     - Sleep Problems
   - Stress problems related to the officers PTSD

   - Domestic Violence
   - Blended Families
   - Divorce
   - Relationship Problems
   - Parental Absenteeism

2. Stress related problems of officers:

   Loss of Control
   Anger
   Depression
   Psychosomatic Illnesses
   Anxiety
   Hypervigilance
   Attempted Suicide
   Suicidal Ideation
   Grief and Loss issues
   Feelings of alienation from Society
   Workaholism
   Food Addictions
   Sexual Addictions
   Eating Disorders
   Nicotine Addiction
   Financial Problems

3. Post Traumatic Stress Disorder

4. Alcoholism and Abuse of Prescription Drugs

Chairwoman **Schroeder**. Thank you very much for adding that perspective.

Chief, welcome. Glad to have you here. Happy birthday. I understand Cher has the same birthday.

STATEMENT OF ARISTEDES W. ZAVARAS, CHIEF, DENVER POLICE DEPARTMENT, DENVER, CO

Mr. **Zavaras**. I would have traveled, quite frankly, on my birthday or Christmas or any other time, and would gladly travel the 2,000 miles because I think what is being talked about today—the testimony being given—is very very important for law enforcement. The stresses in police work in some respect are very similar to stresses that legislators may have, or in all occupations.

However, I think there are some unique differences. One of those differences is you are talking about a group of people that are actually empowered to take life at the far end of the extreme, and it scales down from there. So when you see people that are stress affected, it can be, overall, devastating.

I look at the stresses, and they go well beyond the classic ones in law enforcement, and, Congresswoman, you touched on one. It is something as simple as child care. There is some unique things for a law enforcement officer, particularly a single family or—excuse me—a single person, a single mother or father and that is immediate call up to court. What do you do when you have one hour to get to court or you face disciplinary action? When you have rotating shifts? When you have to worry about holidays 365 days a year.

From my perspective of chief, I am obviously concerned about the well-being of the officers, but it goes beyond that. I also look at the financial end of it, and I look at the tremendous cost. We look at an officer at the end of one year and realize that we have probably over $1,000,000 invested in that person. From the administrative perspective you don't want to lose that person. That is a little mercenary to look at it that way, but it is a reality.

And one of the concerns that I do have, when you have a tight budget one of the first things you lean toward cutting are services such as this. We have—and what I would like to briefly highlight and keep the panel moving is our psychological services. We have two full time psychologists on board and then a team of peer advisors. Basically, our peer support program. That is a total now of 28 officers. They are trained counselors.

This program has been in existence over 10 years. They provide services well beyond just the officers. It extends out, as does the service from the psychologists to family members. And we have reaped a lot of benefits.

When I hear across the country about huge settlements that have gone out for excessive force lawsuits and settlements against officers, I think we are seeing the benefits in Denver when we pay out more because of accidents, improper driving habits of officers as opposed to improper use of force. I think we are seeing some benefits.

I don't quite frankly think that departments can afford not to have psychological services for their officers and extensive services. One of the concerns I have is I think most major agencies do have some level of service. What concerns me is when it goes beyond that. And we all know what happens in one area concerning law enforcement touches out to all of law enforcement.

So, quite frankly, what I would like to see is something included in some crime bill somewhere that would maybe mandate certain levels of service mandated systems, you know, maybe concerning times of a traumatic incident, a shooting, that sort of situation. And certainly available at all times to not only the officers, but to family members.

Thank you.

[Prepared statement of Aristedes Zavaras follows:]

PREPARED STATEMENT OF ARISTEDES W. ZAVARAS, CHIEF, DENVER POLICE DEPARTMENT, DENVER, CO

INTRODUCTION

Stress may be viewed as the result of "physical," mental and emotional reactions to situations that cause fear, uncertainty, danger, excitement, confusion or change. The results of the negative effects of stress on an individual can be seen in a variety of physical and psychological manifestations.

While this phenomenon of stress affects most people in some manner, law enforcement officers experience a higher than average amount of its physical and mental signs. Traumatic stress, post-shooting trauma, delayed stress syndrome, pre-menstrual stress, nervous breakdown and grief are terminology to describe some of the reasons police officers stress out in a thousand different ways.

To dismiss the problem as the "natural results of a high-risk occupation," is to overlook its significance. The raw fact is that the City was losing vast amounts of money. When you look at it, each recruit represents an investment. The Denver Police Department has an estimated $60,000 invested when the recruits have reached the end of the their probationary period. By the time he or she becomes a "seasoned" officer, that figure is easily doubled. Thus, to lose a proven officer, is to lose this investment. Bear in mind that the cost of training replacement officers is becoming more expensive each year.

Mediocre job performance may cost even greater amounts of money. These costs are more difficult to gauge since they include such expensive factors as increased supervision time, higher rates of equipment repair, lawsuits, loss of revenue, increased use of sick-leave and compensatory time. This does not include any costs the public may incur as a result of poor officer performance.

Stress and related problems that go unresolved, create a downward spiral of inefficiency and declining job performance. This not only leads directly to "hidden" costs, but it also increases the amount lost by the fact that the process usually extends over several years and tends to increase in severity. In addition, the odds are better than 50/50 that the replacement officers will develop similar problems, unless steps are taken to address these issues.

There is no accurate way to assess the human cost in shattered individuals, broken careers or scattered families. The City does bear the expense of these tragedies and their effects, especially in the increased load they place on the City's human service agencies.

Clearly, an officer who works "troubled," is an officer who increasingly becomes an expensive liability. Since replacement is expensive and not a guaranteed solution, something must be done. That "something" is our Psychological Services and Peer Support Program. By dealing with stress and related problems, the program has provided an aid to the City and the Denver Police Department in cutting costs.

BACKGROUND

Unresolved stress is a powerful and destructive force to the individual in today's society. Because contemporary problems and tensions are more complex and more comprehensive in scope, effective solutions usually involve more than a simple approach to management. This is becoming an important factor in all occupations, but in high stress occupations, officers experience countless incidents which create immediate stress and also residual stress. Such effects become cumulative and can often lead to exacerbation of human problems after a period of time. Left unresolved, critical problems become destructive to the individual and to those around him.

Typically, they may involve such things as financial difficulties, family disruption, behavioral and medical problems, dependence on alcohol or other drugs, or legal problems. Such wide-range and deep-seeded difficulties are especially dangerous to those in police work when their influence might effect judgment and performance.

It is recognized that officers must respond with sensitivity and judgment to human problems on a daily basis. At what point can officers find help for themselves? How can they acknowledge problems without ridicule and seek aid without embarrassment? May they accept help without fear of losing their dignity and self-worth? Can they avail themselves to resources without fear of censure or derision by their peers? Is there a way to provide officers needed assistance without undermining their confidence and stature?

Definitely.

Methods for aiding troubled employees have been known and used in industry for over 40 years, and they are now being utilized by a large number of big corporations, (i.e., Coors, Gates). Although such programs often address humanistic concerns, their purpose is quite selfish. An untroubled employee is a productive employee. When an employee is healthy, his judgment and performance benefit the employer.

How can this be done with police officers? Typically, a troubled employee has begun to show poor job performance. Such an employee moves through a series of supervisor and disciplinary actions. As already demonstrated, losing police officers in this manner is very costly to a city. Through effective supervision, it can be avoided. At a certain stage, the supervisor can be authorized to point out that there is a program available for help. This is offered as information only, and does not provide an officer with an excuse for poor job performance.

PEER SUPPORT

Such a program is available to our City. It is the Psychological and Peer Support Program. It provides the adjunct to supervision that is sometimes necessary to improve job performance, and it does so outside the work atmosphere. It is effective, due to the key elements of the program.

It was instituted in June of 1982 in order to address the problems of police officers as victims. We currently have twenty-one advisors assigned to the program, and because of its value to our Department, we have recently increased that number to twenty-eight. Our program is coordinated under the direction of Detective William W. Phillips and supervised with the assistance of our Psychological Services Unit. It has provided counseling, education and training to an average of 148 officers, or family members, annually.

Confidentiality

Confidentiality is the basis of our program. All participation by individuals and the details of their problems are confidential. No information is made available to become part of their records. Thus, they have the assurance that revealing a serious personal problem will not create prejudice, nor will it be used against them.

Participation

Participation is voluntary. Whether he enters the program because fellow officers have recommended it, or because his supervisor has suggested it, the officer alone makes the choice.

Advisors

Advisors running the program are police officers trained in basic counseling skills. They know critical issues a troubled officer faces and they have been trained to help.

Client Case Review

Meetings and sessions are monitored by Psychological Services to ensure the correct functioning of the Peer Support Program. Through Peer Support Program sessions, officers seeking help for personal problems find a forum to speak openly. If the nature of a problem is beyond the scope of the Peer Support Program, the officer is helped to identify agencies and resources which can lend professional aid. This referral process is made in the form of a suggestion, and is not binding to the participant. Should he elect to follow such advice, the Peer Support Program helps make the arrangements for an interview. When requested, the Peer Support Program will also offer to maintain contact with a chosen resource for the purposes of feedback and follow-up.

CONCLUSION

Stress is a major problem affecting law enforcement today. Its overt effects can be seen in the high percentage of officers who have experienced a stress-related problem. Post-shooting trauma, post-traumatic stress disorder and burn out are the results of a high risk occupation. Education and training in managing stress has helped to reduce the amount of job stress police officers face. Additional programs are needed to aid in this reduction. A poll of this Department, through Peer Support, indicated that child care for the single family parent, additional time off, non-police related recreation and on-the-job incentive programs for education and physical fitness would be steps toward stress reduction.

I have attempted to outline an area of serious concern to our Department, as well as law enforcement in general. I have described a course of action that is cost-efficient and effective in resolving these problems. I hope you will agree with me that by relying on the strategy of Peer Support, we provide a unique, low-cost program that utilizes self-help to get the maximum from existing resources.

Chairwoman SCHROEDER. Thank you very much. I just want one quick question while you are here.

I know you brought up how much you would invest in a policeman a year. It is very expensive. And I know Sgt. Sommers was talking about he could have taken disability. Isn't it much cheaper to have kept him on the force than take disability? I am not quite sure what that tradeoff means, but——

Mr. ZAVARAS. Absolutely. Congresswoman, it would vary somewhat depending on, you know, local disability plans, local union contracts, that sort of thing. But regardless of what those are, it is tremendously expensive when you lose an officer due to disability prior to his normal retirement. So it is a costly thing.

It is kind of a catch 22. Tight budget, you cut these services. However, the long range there is you actually—financially it actually costs you more.

Chairwoman SCHROEDER. I think that you make a very good point. And we really need to show what they really cost if you cut the services.

Mr. ZAVARAS. Right.

Chairwoman SCHROEDER. Anthony Daniels. We welcome you, and we are delighted to have you here from the FBI. The floor is yours.

STATEMENT OF ANTHONY E. DANIELS, ASSISTANT DIRECTOR, TRAINING DIVISION, FEDERAL BUREAU OF INVESTIGATION, QUANTICO, VA

Mr. DANIELS. Chairwoman Schroeder and Members of the committee. On behalf of the FBI I am pleased to appear before you to talk about stress in the field of law enforcement. I would like to congratulate you and your committee and thank you for raising this extremely important issue at this time. It has only been within the past 25 years that significant progress has been made in utilizing mental health professionals to foster the psychological wellbeing of our law enforcement officers and their families.

The manner in which we view the FBI has changed dramatically in the last decade. While membership in the "FBI family" seemed once to be limited solely to our special agents on the street and other employees, this view has broadened significantly. By providing services to families of employees, we have seen our FBI family extend and become a larger, more cohesive entity.

Among the services we now provide are access to a consulting psychiatrist and a very successful employee assistance program which operates in our field offices with counselors who confidentially assist employees in dealing with a variety of stressful issues like marital strain and substance abuse.

The behavioral science services unit of the FBI's training division administers our critical incident trauma program. This program has been embraced by our extended FBI family. Through this program, trained FBI employee counselors respond to peers who have been involved in traumatic incidents.

Just last week, during National Police Week, many of our counselors provided assistance to a non-profit organization known as "Concerns of Police Survivors" which held seminars in Washington to aid surviving family members of police officers killed in the line of duty.

The FBI organized and hosted the first National and World Symposium on Police Psychological Services in the mid-1980s to help identify psychologists dealing with law enforcement agencies. Through this and other meetings, a network of more than 300 mental health professionals was established and "police psychologists" began to be identified. This referral network of police psychologists is today the primary means of identifying such experts.

While the primary function of law enforcement officers is "to keep our streets safe" we must continue to recognize the needs of the officers walking the thin blue line each day—and their families. While the FBI's commitment to stress management programs demands precious resources, we are convinced at the highest levels that such programs are absolutely essential.

I am accompanied today by Dr. James T. Reese, who is a 20-year veteran of the FBI, a supervisory special agent in the behavioral science services unit, a member of the American Psychological Association, and a nationally recognized figure among police psychologists. With your permission, I would like to relinquish my remaining time to Dr. Reese.

Chairwoman SCHROEDER. Absolutely. Dr. Reese, we are very pleased to have you. Thank you.

STATEMENT OF JAMES T. REESE, PH.D., SUPERVISORY SPECIAL AGENT, ASSISTANT UNIT CHIEF, BEHAVIORAL SCIENCE SERVICES UNIT, TRAINING DIVISION, FEDERAL BUREAU OF INVESTIGATION, QUANTICO, VA

Dr. REESE. Thank you, Mr. Daniels.

Madam Chair, distinguished committee Members, I, too, am happy today to talk about a subject I have intimately been involved with for the past two decades, police stress and its impact on the family.

Author Joseph Wambaugh wrote: "Civilians have seldom understood the real danger inherent in police work. It has never been particularly hazardous to the body, not since Sir Robert Peel first organized his corps of bobbies. This line of work has always been a threat to the spirit."

Police stress is found wherever there are functioning police officers. Concern about police stress is underlined in the Nationwide Law Enforcement Training Needs Assessment, a long-term comprehensive study by the FBI of state and local law enforcement training needs throughout the United States. In our surveys, the activity statement, "handle personal stress," has consistently been rated a top priority activity for all types and sizes of state and local law enforcement agencies.

The problem of helping officers resolve stress is very real. Events occurring in the lives of police officers often affect family members as officers bring their jobs home, albeit silently. As questioned in the book "Police Marriages", "How does an officer who has witnessed violence, brutality, and even death, come home and be warm, sensitive, and loving? Society expects police officers to be able to turn their emotions on and off at will."

We in law enforcement have become very adept at turning our emotions off. It is the "on" switch that many of us cannot find. To expand on this, the greatest barrier to change in a law enforcement officer and that which has the greatest impact upon the family is what is termed "image armor." This image armor has as inherent characteristics the need to always look in control, to always be the authority, to repress emotions, to never admit mistakes, to "take charge," and, consequently, to repress true emotions.

Why does one officer have a wonderful, fulfilling career while his/her partner, sitting next to him or her in a cruiser, "falls to pieces?" Stress management is a choice. The major factor which sets humans apart from animals is their ability to choose. Each of us, at some level, chooses what to become. Becoming a police officer is a choice—too often made without knowing the toll it may take on personal and family life.

Police officers may hear from their spouses; "you're different, you've changed, you are not the person I used to know, you've become cold, callous, and unfeeling, what happened to the person I married?" Families should be educated to identify the early warning signs of maladaptation to stress, for they are in a position to see changes in attitude in their law enforcement spouse or parent as they occur. These changes may be manifest in hardened attitudes, increased difficulty relating to family members, or the use of image armor.

The integrity of the family is affected when symptoms of stress become apparent. Both police officers and their departments need to be educated in ways to help affected officers' families preserve their integrity. In these situations, it is important that the police family be regarded as a whole unit or support system. All members use the family unit as a resource pool for support and strengthening, since changes in status of any family member alters the balance of the whole unit. When an officer experiences stress on the job, the family may become vicarious victims of this stress and everyone suffers.

The many sides of police work—terrible situations, traumatized victims, shift work, irregular court appearances, unscheduled overtime, lawsuits and the threat of physical danger—can cause overwhelming stress. A police officer must consider establishing priorities in his or her life. Does the family support the job or does the job support the family?

There must be a proper balance between career and family. I suggest these as priorities: 1) spiritual wellness, the choice to believe in something spiritual if you choose to, 2) familial wellness, 3) personal wellness, and 4) occupational wellness. It is logical to assume that, if an officer has his spiritual, family and personal life in order, he will probably have a better chance of functioning well on the job, returning home with his priorities in line.

Paramount to my remarks is the fact that police agencies must educate officers and their families about the impact of this demanding profession upon their lives. No one is asking that any police officer abandon God, family or a personal life. Stress management can be learned. Establish your priorities, make appropriate changes, get your life in order. If you do, your stress will be reduced while your efficiency within your organization will be increased. This nation's law enforcement officers and the agencies they represent can all gain as a result.

[Prepared statement of Anthony E. Daniels follows:]

Prepared Statement of Anthony E. Daniels, Assistant Director, Training Division, Federal Bureau of Investigation, accompanied by Dr. James T. Reese, Supervisory Special Agent, Assistant Unit Chief, Behavioral Science Services Unit, Training Division, Federal Bureau of Investigation, Quantico, VA

CHAIRWOMAN SCHROEDER AND MEMBERS OF THE COMMITTEE, ON BEHALF OF THE FBI, I AM PLEASED TO APPEAR THIS MORNING BEFORE THE SELECT COMMITTEE ON CHILDREN, YOUTH AND FAMILIES, TO TALK ABOUT STRESS IN THE FIELD OF LAW ENFORCEMENT. IT HAS ONLY BEEN WITHIN THE PAST 25 YEARS THAT SIGNIFICANT PROGRESS HAS BEEN MADE IN UTILIZING MENTAL HEALTH PROFESSIONALS TO FOSTER THE PSYCHOLOGICAL WELL-BEING OF LAW ENFORCEMENT OFFICERS AND THEIR FAMILIES.

THE MANNER IN WHICH WE VIEW THE FBI HAS CHANGED DRAMATICALLY IN THE LAST DECADE. WHILE MEMBERSHIP IN THE "FBI FAMILY" SEEMED ONCE TO BE LIMITED SOLELY TO OUR SPECIAL AGENTS ON THE STREET, AND OTHER EMPLOYEES, THIS VIEW HAS BROADENED SIGNIFICANTLY. BY PROVIDING SERVICES TO FAMILIES OF EMPLOYEES, WE HAVE SEEN OUR FBI FAMILY EXTEND AND BECOME A LARGER, MORE COHESIVE ENTITY. AMONG THE SERVICES WE NOW PROVIDE ARE ACCESS TO A CONSULTING PSYCHIATRIST AND A VERY SUCCESSFUL EMPLOYEE ASSISTANCE PROGRAM WHICH OPERATES IN OUR FIELD OFFICES WITH COUNSELORS WHO CONFIDENTIALLY ASSIST EMPLOYEES IN DEALING WITH A VARIETY OF STRESSFUL ISSUES, LIKE MARITAL STRAIN AND SUBSTANCE ABUSE.

THE BEHAVIORAL SCIENCE SERVICES UNIT OF THE FBI'S TRAINING DIVISION ADMINISTERS OUR CRITICAL INCIDENT TRAUMA PROGRAM. THIS PROGRAM HAS BEEN EMBRACED BY OUR EXTENDED FBI FAMILY. THROUGH THIS PROGRAM, TRAINED FBI EMPLOYEE COUNSELORS RESPOND TO PEERS WHO HAVE BEEN INVOLVED IN TRAUMATIC INCIDENTS. JUST LAST WEEK, DURING NATIONAL POLICE WEEK, MANY OF OUR COUNSELORS PROVIDED ASSISTANCE TO A NON-PROFIT ORGANIZATION, KNOWN AS "CONCERNS OF POLICE SURVIVORS", WHICH HELD SEMINARS IN

WASHINGTON TO AID SURVIVING FAMILY MEMBERS OF POLICE OFFICERS KILLED IN THE LINE OF DUTY.

THE FBI ORGANIZED AND HOSTED THE FIRST NATIONAL AND WORLD SYMPOSIA ON POLICE PSYCHOLOGICAL SERVICES IN THE MID 1980'S TO HELP IDENTIFY PSYCHOLOGISTS DEALING WITH LAW ENFORCEMENT AGENCIES. THROUGH THIS AND OTHER MEETINGS, A NETWORK OF MORE THAN 300 MENTAL HEALTH PROFESSIONALS WAS ESTABLISHED AND "POLICE PSYCHOLOGISTS" BEGAN TO BE IDENTIFIED. THIS REFERRAL NETWORK OF POLICE PSYCHOLOGISTS IS TODAY THE PRIMARY MEANS OF IDENTIFYING SUCH EXPERTS.

WHILE THE PRIMARY FUNCTION OF LAW ENFORCEMENT OFFICERS IS "TO KEEP OUR STREETS SAFE," WE MUST CONTINUE TO RECOGNIZE THE NEEDS OF THE OFFICERS WALKING THE THIN BLUE LINE EACH DAY -- AND THEIR FAMILIES. WHILE THE FBI'S COMMITMENT TO STRESS MANAGEMENT PROGRAMS DEMANDS PRECIOUS RESOURCES, WE ARE CONVINCED AT THE HIGHEST LEVELS THAT SUCH PROGRAMS ARE ESSENTIAL.

I AM ACCOMPANIED TODAY BY DR. JAMES T. REESE, WHO IS A 20-YEAR VETERAN OF THE FBI, A SUPERVISORY SPECIAL AGENT IN THE BEHAVIORAL SCIENCE SERVICES UNIT, A MEMBER OF THE AMERICAN PSYCHOLOGICAL ASSOCIATION, AND A NATIONALLY RECOGNIZED FIGURE AMONG POLICE PSYCHOLOGISTS. WITH YOUR PERMISSION, I WOULD LIKE TO RELINQUISH MY REMAINING TIME TO DR. REESE.

DR. REESE:

THANK YOU, MR. DANIELS. I, TOO, AM HAPPY TO BE HERE TODAY TO TALK ABOUT A SUBJECT I HAVE INTIMATELY BEEN INVOLVED WITH FOR TWO DECADES -- POLICE STRESS AND ITS IMPACT ON THE

POLICE FAMILY.

AUTHOR JOSEPH WAMBAUGH WROTE:

> "CIVILIANS HAVE SELDOM UNDERSTOOD THE REAL DANGER INHERENT IN POLICE WORK. IT HAS NEVER BEEN PARTICULARLY HAZARDOUS TO THE BODY, NOT SINCE SIR ROBERT PEEL FIRST ORGANIZED HIS CORPS OF BOBBIES. THIS LINE OF WORK HAS ALWAYS BEEN A THREAT TO THE SPIRIT."

POLICE STRESS IS FOUND WHEREVER THERE ARE FUNCTIONING POLICE OFFICERS. CONCERN ABOUT POLICE STRESS IS UNDERLINED IN THE NATIONWIDE LAW ENFORCEMENT TRAINING NEEDS ASSESSMENT, A LONG-TERM COMPREHENSIVE STUDY BY THE FBI OF STATE AND LOCAL LAW ENFORCEMENT TRAINING NEEDS THROUGHOUT THE UNITED STATES. IN OUR SURVEYS, THE ACTIVITY STATEMENT, "HANDLE PERSONAL STRESS," HAS CONSISTENTLY BEEN RATED A TOP PRIORITY ACTIVITY FOR ALL TYPES AND SIZES OF STATE AND LOCAL LAW ENFORCEMENT AGENCIES.

THE PROBLEM OF HELPING OFFICERS RESOLVE STRESS IS VERY REAL. EVENTS OCCURRING IN THE LIVES OF POLICE OFFICERS OFTEN AFFECT FAMILY MEMBERS AS OFFICERS BRING THEIR JOBS HOME, ALBEIT SILENTLY. AS QUESTIONED IN THE BOOK, POLICE MARRIAGES,

> "HOW DOES AN OFFICER WHO HAS WITNESSED VIOLENCE, BRUTALITY, AND EVEN DEATH, COME HOME AND BE WARM, SENSITIVE, AND LOVING? SOCIETY EXPECTS POLICE OFFICERS TO BE ABLE TO TURN THEIR EMOTIONS ON AND OFF AT WILL."

WE IN LAW ENFORCEMENT HAVE BECOME VERY ADEPT AT TURNING

OUR EMOTIONS OFF. IT IS THE "ON" SWITCH THAT MANY OF US CANNOT FIND. TO EXPAND ON THIS, THE GREATEST BARRIER TO CHANGE IN A LAW ENFORCEMENT OFFICER, AND THAT WHICH HAS THE GREATEST IMPACT UPON THE FAMILY, IS WHAT IS TERMED "IMAGE ARMOR." THIS IMAGE ARMOR HAS AS INHERENT CHARACTERISTICS THE NEED TO ALWAYS LOOK IN CONTROL, TO ALWAYS BE THE AUTHORITY, TO NEVER ADMIT MISTAKES, TO "TAKE CHARGE," AND, CONSEQUENTLY, TO REPRESS TRUE EMOTIONS.

WHY DOES ONE OFFICER HAVE A WONDERFUL, FULFILLING CAREER WHILE HIS PARTNER, SITTING NEXT TO HIM OR HER IN A CRUISER, "FALLS TO PIECES?" STRESS MANAGEMENT IS A CHOICE. THE MAJOR FACTOR WHICH SETS HUMANS APART FROM ANIMALS IS THEIR ABILITY TO CHOOSE. EACH OF US, AT SOME LEVEL, CHOOSES WHAT TO BECOME. BECOMING A POLICE OFFICER IS A CHOICE -- TOO OFTEN MADE WITHOUT KNOWING THE TOLL IT MAY TAKE ON PERSONAL AND FAMILY LIFE.

POLICE OFFICERS MAY HEAR FROM THEIR SPOUSES, "YOU'RE DIFFERENT," "YOU'VE CHANGED," YOU'VE BECOME COLD, CALLOUS, AND UNFEELING," "WHAT HAPPENED TO THE PERSON I MARRIED?" FAMILIES SHOULD BE EDUCATED TO IDENTIFY THE EARLY WARNING SIGNS OF MALADAPTATION TO STRESS, FOR THEY ARE IN A POSITION TO SEE CHANGES IN ATTITUDE IN THEIR LAW ENFORCEMENT SPOUSE OR PARENT AS THEY OCCUR. THESE CHANGES MAY BE MANIFEST IN HARDENED ATTITUDES, INCREASING DIFFICULTY TO RELATE TO FAMILY MEMBERS, OR THE USE OF IMAGE ARMOR.

THE INTEGRITY OF THE FAMILY IS AFFECTED WHEN SYMPTOMS OF STRESS BECOME APPARENT. BOTH POLICE OFFICERS AND THEIR DEPARTMENTS NEED TO BE EDUCATED IN WAYS TO HELP AFFECTED OFFICERS

PRESERVE THEIR INTEGRITY. IN THESE SITUATIONS, IT IS IMPORTANT THAT THE POLICE FAMILY BE REGARDED AS A WHOLE UNIT OR SUPPORT SYSTEM. ALL MEMBERS USE THE FAMILY UNIT AS A RESOURCE POOL FOR SUPPORT AND STRENGTHENING, SINCE CHANGES IN STATUS OF ANY FAMILY MEMBER ALTERS THE BALANCE OF THE WHOLE UNIT. WHEN AN OFFICER EXPERIENCES STRESS ON THE JOB, THE FAMILY MAY BECOME VICARIOUS VICTIMS OF THIS STRESS AND EVERYONE SUFFERS.

THE MANY SIDES OF POLICE WORK -- TERRIBLE SITUATIONS, TRAUMATIZED VICTIMS, SHIFT WORK, IRREGULAR COURT APPEARANCES, UNSCHEDULED OVERTIME, LAW SUITS, AND THE THREAT OF PHYSICAL DANGER -- CAN CAUSE OVERWHELMING STRESS. A POLICE OFFICER MUST CONSIDER ESTABLISHING PRIORITIES IN HIS OR HER LIFE. DOES THE FAMILY SUPPORT THE JOB, OR DOES THE JOB SUPPORT THE FAMILY? THERE MUST BE A PROPER BALANCE BETWEEN CAREER AND FAMILY. I SUGGEST THESE AS PRIORITIES: 1) SPIRITUAL WELLNESS, 2) FAMILIAL WELLNESS, 3) PERSONAL WELLNESS, AND 4) OCCUPATIONAL WELLNESS. IT IS LOGICAL TO ASSUME THAT, IF AN OFFICER HAS HIS SPIRITUAL, FAMILY, AND PERSONAL LIFE IN ORDER, HE WILL PROBABLY FUNCTION WELL ON THE JOB, RETURNING HOME WITH HIS PRIORITIES IN LINE.

PARAMOUNT TO MY REMARKS IS THE FACT THAT POLICE AGENCIES MUST EDUCATE OFFICERS AND THEIR FAMILIES ABOUT THE IMPACT OF THIS DEMANDING PROFESSION UPON THEIR LIVES. NO ONE IS ASKING THAT ANY POLICE OFFICER ABANDON GOD, FAMILY, OR A PERSONAL LIFE. STRESS MANAGEMENT CAN BE LEARNED. ESTABLISH YOUR PRIORITIES; MAKE APPROPRIATE CHANGES; GET YOUR LIFE IN ORDER. IF YOU DO, YOUR STRESS WILL BE REDUCED WHILE YOUR EFFICIENCY WITHIN

YOUR ORGANIZATION WILL BE INCREASED. THIS NATION'S LAW ENFORCEMENT OFFICERS AND THE AGENCIES THEY REPRESENT CAN ALL GAIN AS A RESULT.

Chairwoman **Schroeder**. I thank you very much. I want to ask one quick question before I yield to everyone else, and if you do feel you need to go for a plane, please do.

Dr. **Reese**. Thank you.

Chairwoman **Schroeder**. But as I listen to all of this, one of the things we heard is that a lot of the psychological counseling that the different services have is really just prescreening.

Secondly, as I listened to Officer King, you told me that you really thought you were totally prepared for this. I mean, you had a Master's in Psychology, your dad was a police officer, and I take it that what you are talking about, Dr. Reese, is that you can never really test for—none of us know how we are going to react after continued stress. Is that correct? Even though we do prescreening and we know some things that are healthy indicators. There is nothing that is totally predictable, is there?

Dr. **Reese**. No, ma'am, I think your statement is very accurate. We in training, as we have seen through the years, have tried to enact scenarios that pretend to represent the feelings that an officer has during trauma, and the interesting thing about the human dilemma is that we are all individuals and will react differently. One man's poison is totally ineffective to another man's training. Notwithstanding, the priorities in the officer's life also have a great deal—the baggage they bring in, the pre-morbid behavior, what his/her life was like before it happened. It is totally unpredictable.

Chairwoman **Schroeder**. You could do all the pre-screening in the world and say, we are going to screen out people who can't handle it, and you are telling me you still need psychological services?

Dr. **Reese**. Screening is how we got involved in law enforcement. In 1916 in California they screened police officers, and that has evolved into where we are today. So police mental health has been an evolutionary process, and I would bow to any of my colleagues to add to that.

Mr. **Zavaras**. I think we certainly don't want to abandon screening because I think it does something useful.

The other thing that Dr. Reese also alluded to is we enact scenarios and we find that even in a training situation the same officer will react differently on different occasions. So there is no 100 percent. I think we are basically on the right track.

Ms. **Anderson**. Even if you have someone who is emotionally healthy, I wonder about that statement. The fact that police officers are exposed on a day-to-day basis to killing, assaulting, dying, children being abused, if you are within the category of human being that has to affect you.

This brings me to an issue that was raised in the previous panel. Lots of people believe that the number one stressor for police officers is the department and the internal politics and the problems. I disagree. That is what 3000 police officers have told me in 15 years.

My interest is the effects of trauma on people. When we have been traumatized, it is inherent to need to articulate what is the reason, why is it that I am feeling the way I do? When we articulate it, we focus in on external factors, not on the pain we feel. Because if we talk about emotional pain, we don't have a way to deal with it without outside help.

No matter how healthy you are, when you are exposed to human pain and suffering, when you feel out of control—remember, we who sit here, other than the police officers, we read about human tragedy in The Washington Post. It is not so close to us as to police officers, and I think that that is the critical difference.

Mr. King. We had the most shooting groups in—the police officers, therapists and officers who have been involved in shooting incidents. When we go to a homicide to talk to an officer he always wants to tell the investigator or management person I'm fine, this is necessary for an officer to feel fine. But when we get him alone we don't concentrate on what the event was. We concentrate on how he felt about it. That is normally when they get real. Before they can harden up.

Chairwoman Schroeder. Congressman Riggs.

Mr. Frank Riggs. I like that expression, get real.

Chairwoman Schroeder. We need some of that here, too.

Mr. Frank Riggs. Yes.

I want to ask a question of the entire panel, starting with Dr. Reese and moving down the table. This notion that the criminal justice system has a revolving door on the front and how that might contribute to police job stress.

In my case, in July, 1982, after having gathered up all my gear from the patrol car and walking into the police department, where I was employed at the time, a disgruntled city employee, irate at the fact that his personal automobile had just been towed earlier in the day as abandoned from a city street, fired seven or eight rounds over my head into the police building to express his disgruntlement. And after a short pursuit and arrest at gunpoint, he was taken into custody.

Maybe two and a half weeks later, as I was working an evening shift driving down an alley way behind a bar, I happened to spot a man between automobiles relieving himself. And as I put the spotlight on him realized it was the same individual who had fired in my general direction into the police building. And he had already pled to a wobbler crime, shooting at an occupied or inhabited dwelling, as opposed to a more serious offense.

At that time, I was also going through what is safe to say sort of a badge-heavy period, the John Wayne syndrome psychologists refer to it as. My-on-the job stress began to grow in leaps and bounds as I became thoroughly disillusioned with the criminal justice system which didn't seem to work, didn't seem to sanction unacceptable behavior.

How is that notion of a revolving door at the front of the criminal justice system contributing to police job stress today?

Dr. Reese. By revolving door you mean people that come in and leave prior to retirement?

Mr. Frank Riggs. No; in terms of sentencing practices, pleading crimes, charging and pleading and sentencing crimes.

Dr. Reese. I can only relate to it lightly, and it is something we try to focus on in our training. That is, your job is to get the individual to the criminal justice system and then your job is to cut loose. That is difficult when they are in their car before you are and you are still doing the paperwork. It is a choice that has to be made.

Going back to education, you are not going to change the way the system functions. It is amazing how people are so busy trying to change humanity they don't think about changing themselves. We teach people that the system works that way and teach them to accept it.

Mr. **Zavaras**. What you talk about is very, very true. I am a product of the system. By way of background, I have almost 26 years with the Denver Police Department, worked through the ranks, worked undercover, narcotics. I have done it all.

A lot of times that leads to deviant behavior. That issue we have had severe problems with. Sometimes officers will feel that they are going to cure the problem by themselves, and it leads to some really deviant behavior.

It is another area that we have had some success with in our peer support program. Obviously, our program is voluntary, confidential. We had a very highly publicized case that one officer did ultimately seek counseling and is kind of back on track.

So it is a factor, but one of many.

Mr. **Frank Riggs**. What is the experience in the metropolitan police department since all of us who are avid readers of The Post—I would love to go on a ride along at some time.

Ms. **Anderson**. I require that all our counselors do that quarterly. I have exempted the program administrator because the last time I went on a ride-along I found myself at 11:00 at night in an alley with one way out, and when the officer responded to the break and entering I found myself alone in the police car and decided that it was good I was not a police officer and won't return.

Our experience has been that officers who personalize it, internalize this, who get angry about it, I think, do less well. One 22-year veteran said, "I look at it this way. It is the criminal's job description to commit crime, and it is my job description to apprehend that person. And it ends there."

This is a person who has not suffered any noticeable stress-related problems. His family has been intact, and he is doing quite well. So I would have to look at his expertise.

Mr. **King**. If a partner gets hurt or if the threat is directed at you—I know guys in the shooting group, walking the dog and carrying a gun or walking in the mall and running into someone who was involved in an incident, they automatically try to protect their family. A lot of times people say, I know where you live. So it makes you more hypervigilent, and you tend to get more than a healthy police paranoia. You start to become something else.

Mr. **Frank Riggs**. I want to ask a little bit about training methods and the type of police academy as it may relate to police job stress, the police academy environment.

I say that having gone to a high-stress military-style academy in southern California. The majority of the instructors were LAPD/LASO. I was right out of the military and I am still convinced that one of the reasons I was hired for my first job was because all of my classmates or all the new hirees in my particular law enforcement agency were recent veterans of the military service.

Therefore, we were able to acclimate ourselves to this military environment.

I wonder, however, at the high-stress academies and the emphasis on a military discipline, whether or not that spills over or how that spills over into the performance of your day-to-day responsibilities as a line officer. I wonder if, in fact, that is one of the underlying contributing causes of the Rodney King incident. That shocked me to read that in the news and to see the videotape because I have the highest respect for the Los Angeles Police Department, having been associated with a lot of their officers, and yet in the back of my mind I wondered at the time if, in fact, their training methods and this emphasis on a paramilitary structure and environment wasn't one of the contributing causes.

How do the training methods, the academy environment, contribute to police job stress?

Mr. **Zavaras**. Our academy is kind of a mix. It is not a live-in academy. You have to push control, respect for orders, that sort of thing. But you also want to encourage the ability to think. They are decision makers. They have tremendous amounts of discretion. I think just a high-stress atmosphere could very easily lead to problems at the other ends, and it is one of the reasons that our academy operates the way it does.

We give the classic demerits for improper behavior, but it is not high stress the way some other academies are, one of which you referred to.

Mr. **Frank Riggs**. Dr. Reese, have you been able to compare the more collegiate style academies with the high-stress military style?

Dr. **Reese**. I have had the privilege of lecturing at police academies worldwide.

FBI training—within the first week of their time in the FBI Academy, we provide them with three to four hours of stress management training, behavioral science training, and critical incident care training. We are trying to do inoculation training, not a foregone conclusion. We are not trying to have a self-fulfilling prophecy, as we have been accused of in law enforcement. If you teach them post-shooting trauma, then they will know what they are supposed to have. I don't believe that any more than some would say I can't talk to a psychologist who is not a police officer or I don't want anybody to treat me with this heart attack unless they have one. At some time you have to rely on the expertise of others, although some people do get treated for being policemen or policewomen. We get treated for professional paranoia and hypervigilence.

In our training we try to provide goal setting. One of the things we find works the best is that when law enforcement officers enter the job, one of the things I try to tell them is that it is a job. It is hard work. We are going to pay you to do it. If it were a hobby, it would be fun, and you would do it for free. You have to establish your priorities. We cannot make choices for you.

We try to treat them like adults, educate them. They are tested, but the emphasis is the fact that this job is a continuing portion of your life; that it is in place to support you and your family.

We let them know, based on my service in the U.S. military, that if you choose to serve your country, it is a rewarding and honorable job, but it is not without hazards, and we mention those to them so it doesn't come as a surprise.

I have rarely spoken to a law enforcement organization that someone didn't ask the question to rookies, how many of you have heard this job has a high rate of alcoholism, and all the hands go up; high divorce rate, and all the hands go up; high suicide rate, and all the hands go up. I say, based upon that, "you are telling me you would like to do this for a living," and they laugh.

Myths are beliefs which never were true and always will be. These things are either true or they are not, and, as mentioned in the initial panel, there needs to be not only a great deal more research, but a central clearinghouse so the right hand knows what the left is doing so we don't sit here learning about this research, based on your invitation.

Mr. **Frank Riggs**. I like the idea of a central clearinghouse. Do you believe or can you give a knowledgeable informed opinion as to whether or not the academy environment and the type of training methods employed there might breed police job stress, might create a police personality and the situations down the road that, in effect, caused the officers problems?

Dr. **Reese**. I would have to yield on that.

Mr. **Frank Riggs**. It would look like the representatives——

Ms. **Anderson**. I think the job creates the police personality, and you see changes. I saw a change in my husband who went from white collar crime to a drug task force. Even the way he talked, until we had a little desensitization training in my house, changed.

I think that the whole issue of training is a life-long issue. The academy says you people are the critical people, you start with the recruits, which is what we do with the peer counselor as well as a clinical person. We talk to a family members to begin with. That is no time to abandon it.

From there, we do all of the new sergeant schools. We have two days a month where we train the captains, and lieutenants on recognizing stress, what are the symptoms to look for. How do you know when you have an officer who is going to get into trouble? What are the things that you look for?

Another important aspect is allowing for supervisors to make mandatory referrals, and that is as an officer you don't have a choice about going to the employee assistance program. You will report there, and this is the time that you will go.

We oftentimes get an officer who is not happy to see us initially but the rate that we keep officers involved in counseling, we have had some officers there for two years.

Mr. **Frank Riggs**. That would not be considered a disciplinary action?

Ms. **Anderson**. Some disciplinary actions we do get. The most important thing is that it is ongoing. You don't get stress training in the beginning, and that is the end of it.

The other thing is the mandatory post-critical incident debriefing. You must report to six sections and meet with a counselor individually.

The other aspect is making those services available to family members. Oftentimes we will reach an officer because a spouse calls and tells us there has been family violence.

Mr. **Frank Riggs**. No one ever prepared me for—in my police experience that I found most stressful—that was to give death notification to families.

I can remember going to deliver a death notification on New Year's Eve in 1979. A plane accident had occurred and one of the fatalities was a fellow police officer. I can remember pulling up in the driveway at one of the families. There was a New Year's Eve party going on, and for some reason the parents of one of the young ladies who perished in the accident had a premonition why I was there, and she broke down on the sidewalk.

I had three to give. As I drove to the other one I was literally trembling. It was perhaps the only time I ever prayed out loud in the course of my police duty—prayed from one house to the other house asking the good Lord just to get me through that experience.

I think about how woefully unprepared and ill trained I was to handle that circumstance, not only to identify my feelings but to be effective in helping the family in dealing with their feelings.

Ms. **Anderson**. And unless you deal with your own pain you really are not equipped to deal with anybody else's.

Mr. **Frank Riggs**. Thank you.

Chairwoman **Schroeder**. Congressman Barrett.

Mr. **Barrett**. Thank you, Madam Chair.

With regard to Dr. Reese and Mr. Daniels, because of your travel schedules, let me give you a couple of questions.

You talked in your testimony about the nationwide law enforcement training needs assessment, that comprehensive study by the FBI of state and local law enforcement training needs throughout the U.S. You have identified stress as being the number one, without question. What would some of the additional or following problems be?

Dr. **Reese**. Operational.

Mr. **Barrett**. The bureaucracy again inside?

Dr. **Reese**. The message is clear in four separate surveys that you have pretty much taught us everything we know to do this job. You have not told us how we take care of ourselves in the process. I think that is the overriding thing there.

Mr. **Barrett**. What kind of training do your assessment people take or your coordinators within the agency?

Dr. **Reese**. The Critical Incident program is the one I can relate to from the Behavioral Science Unit.

If and when someone is involved in a critical incident, we offer training. Critical incident is a derivation of the term post-shooting. At one point post-shooting was a better term because police officers were allowed to suffer from post-shooting; it wasn't something the general population could have. Now we are finding out critical incidents, responding to an auto accident where children are maimed or anything that might impact on you, are personalized as to what critical incidents are, so we don't define it. We let them.

We offer an in-service program to agents in the FBI and employees who have experienced a critical incident. That employee might be the dispatcher who receives the call that an agent has been shot. They would return to the FBI academy at Quantico where they go through a week in-service course at which time they are debriefed. We do respond to the scene of incidents and do our initial debriefing there as well as having consulting psychiatrists available.

They are brought back to Quantico voluntarily if they choose to come back. I don't know of any who haven't. Then they are debriefed and provided information concerning counseling skills, what post-traumatic syndrome is, and they then are interviewed to determine their willingness to serve as a peer counselor much like my distinguished colleague on the panel. If you have "been there," sometimes you have something very worthwhile to say to someone who is experiencing what you have experienced.

We also interview them to determine their worthiness to do this in terms of their own psychological state. It is important for them to work through their problems before they assist others. That is a judgment call on our part. Then they decide whether they would like to or not, at which time they leave and go back as a critical incident employee coordinator.

Any time something happens, they are first responders on the scene until such time as Behavioral Science people, the Bureau, or Consulting psychiatrists or others can come on board.

Their main purpose is to stabilize and provide information and comfort. But another function is referrals to psychologists, psychiatrists, etc.

We have a chaplains' program we are trying to institute. Perhaps going somewhat against the grain of the comments on religion earlier. I would like to see the research, and I am sure that it is extremely accurate and valid. But we are trying to build that training in because we have started to find out that people often say "I don't need psychological help, I need to get into it with my Lord because I just took life."

The Director of the FBI has a policy in place now which mandates the type of after care that will be provided. It is in place and done, with repercussions if it is not.

Mr. **Barrett**. You have led me to the next question with regard to your remarks earlier about spiritual life, and Dr. Boulin Johnson in the previous panel had interesting comments on that subject.

What additional training do your chaplains take beyond the seminary?

Dr. **Reese**. They are chaplains at large——

Mr. **Barrett**. You had mentioned your chaplains earlier, did you not?

Dr. **Reese**. Yes. They work in our field divisions. What we try to tell them about is the police personality, the hypervigilence. A police officer can't go to a shopping center like anyone else. My wife is not allowed to park near vans, for example. I tell her vans open sideways. It is an easy snatch. Don't park near a van. "Gee, I never thought of that," she said.

We have rooms full of license numbers. We don't know what they go to. We jot down plates of suspicious cars. So we tell people what we have become based on job survival. This is not a weakness. This is a strength. We need it for our job.

As I mentioned in my prepared remarks, it is the ability to turn the switch off when you get home, to quit being a cop and start being a husband or father, a mother or a wife.

My daughter was asked in the third grade what her father did for a living. She said, "He is a teacher for IBM." She knew there were three initials, and she knew I did lecturing. I try not to go home and play FBI.

Some don't do what I do for a living, and their job is very stressful. It is a 10-hour day wrapped into 6. And when they finally get home 12 hours are gone. There is no turnaround room. That is where the fears come in, why psychological services come in. We try to teach that counseling is a strength, not a weakness. And our chaplains come back, and we try to tell them that very thing.

Mr. **Barrett**. I am so very very excited about the testimony from all of you, both panels, but I have noticed that you are primarily from metropolitan areas. What can you tell me about the availability of stress counseling in the rural areas, where I come from? Any comments from any of you?

Mr. **Zavaras**. Real briefly, I think it is pretty—I should not say nonexistent, but it is minimal.

One of the reasons I say that is we have provided some of our peer counselors to other jurisdictions, the more rural areas of the States. I think that is one of the places where it is really sadly lacking.

Mr. **Daniels**. What it boils down to is a resource issue. In your smaller departments, and as we mentioned in our statement, the mission of the law enforcement organization is very obvious. And to take away from that mission just a lot of departments in the areas that you mention don't have the resources, and that is what it boils down to.

Mr. **Barrett**. Thank you very much.

Chairwoman **Schroeder**. Congressman Smith.

Mr. **Smith**. I, too, have found the panel very enlightening.

Since I did arrive while Dr. Reese was testifying, let me start by asking him a couple of questions. Forgive me if I ask questions already answered. I do like your four wellnesses approach, or wholeness approach that includes the spiritual, occupational, the personal and the family.

Let me ask this question to any panelists who might have the information. We talked about the police work as being very stressful. How does it compare to other occupations? What are some of the comparable occupations that are equally as stressful? Do we have any studies on that or not?

Dr. **Reese**. There are all kinds of scattered research and hypotheses. The late Dr. Hans Selye, the father of stress research, has been quoted as saying, this job is more stressful even than that of air traffic controllers.

The problem is—I date it back to Dr. Ellen Scrivner, a distinguished colleague of mine for the past 10 or 12 years—stress is not definable per se other than the psychological bodily functions. How I respond to stress may be totally different from how someone else responds to stress.

Mr. **Smith**. I was trying to get an idea of how police work compared to other occupations. What are the unique causes of stress in police departments? I am looking for something that would be internal and unique to police work. It may be arresting someone. It may be discharging a firearm or something like that.

Ms. ANDERSON. I think that there are four major ones that we see, and these actually are occupational stressors that were identified within the Fortune 500 companies years ago, and that is overload versus stagnation. Overload means as a police officer the rotating shifts, the midnight schedules, the court work. It means being hypervigilent.

Mr. SMITH. I am looking for something unique to police work. There are a lot of occupations where you work late or have lots of responsibilities and lots of pressure.

Ms. ANDERSON. Let's talk about role conflict. Jim talked about this. How do you be commanding, ordering and directing by day—how do you hide your emotions, hide that you are afraid? Police officers become good liars, just by occupation. How do you be that person for 12 hours and then open the door and, hi, honey, I'm home?

It is very difficult to do, especially when it is difficult for the officer to even articulate that that is going on, the image armor, the Clint Eastwood story.

People think that that is what it is like to be a police officer. I think that probably is the primary one along with the unpredictability of doing this job.

There is a certain amount of predictability to your job. You have a calendar——

Mr. SMITH. I would disagree with that.

Ms. ANDERSON. At least you know you are going to be around for a period of time. Maybe it is more stressful to be a Congressman.

Mr. SMITH. In a year of redistricting—let me push you a little bit on that. So far you have not said anything unique to police. You talk about jobs where one is used to commanding and ordering and then coming home and saying, "hi, honey."—There are a lot of jobs, military or something else, where one gives orders during the day and comes home, and one needs to change roles. There are certainly a lot of jobs where one is forced to not always tell the truth, and I leave that alone as far as what we do.

Ms. ANDERSON. In terms of exposure to trauma, on a daily basis seeing people who have been assaulted, who have been raped, children who have been abused and the feeling that there is very, very little that you can do about it, the human condition being what it is, he doesn't know what to do with that, especially if it is someone not educated or trained and who doesn't have permission to talk about how much it hurts to do that.

I am still working with police officers who worked with the Air Florida aftermath. One officer talks about how he watched an 18-month-old baby being pulled from the icy waters of the Potomac. That is not something that you forget quickly, and it is not something that most of us are exposed to.

Mr. SMITH. I agree. I have a friend in San Antonio who is a juvenile district judge, and there is a lot of trauma there.

No one mentioned the things that I thought you would have mentioned, arresting someone, discharging a weapon, maybe arriving at the scene of an accident.

Mr. KING. One thing I found is that while one thing could be the straw that broke the back, it could be a combination of other things that caused it. Once I had a guy die in my arms. I looked at him and said, who shot you, man? And he called me a dirty name. To me that was normal. When something like that becomes normal behavior that is a clue that something is wrong.

We had a woman hit by a bus coming across the street. We were all sitting at McDonald's. And the guy whose beat it was said, "damn—I have to take the report." That is not normal to say when somebody just got splattered all over New York Avenue. To me, those are the things that become normal to you that aren't.

Mr. SMITH. What percentage of policemen and women during the course of an entire year are involved with arrest? Is it close to 100 percent?

Mr. KING. If they are on the street. In D.C. even if they are not because off duty you can get involved in a lot of things.

Mr. SMITH. Would it be close to 100 percent that arrive at the scene of an accident where there has been serious injury?

Mr. KING. Yes.

Mr. SMITH. What percentage would discharge their weapons over a year's time?

Mr. KING. In D.C. it might be a little higher than normal.

Mr. SMITH. Any idea as to what that might be nationwide?

Mr. ZAVARAS. That is a small percentage. I have no idea. It would be 'way down in the single digits.

Mr. SMITH. Dr. Reese mentioned a clearinghouse or proposed a clearinghouse on critical evidence for stress programs. I thought such a clearinghouse already existed. Was he proposing something new?

Mr. ZAVARAS. I know of no clearinghouse that does exist. Some of the first panel's statistics I found really interesting, and I wish that there was some sort of a panel. If there is, I don't know about it.

In reference to your last question about the particular kinds of stress, I don't think any of us are saying that police work has a corner on the stress market because that is certainly not the case. There is stress in every occupation. I think a little of what we were trying to emphasize is when you have an occupation at one extreme end you have the legal authority to take someone's life, stresses can be a big factor and have to be addressed.

Mr. SMITH. Let me go to solutions. I think those of us who are members of Congress and you as panelists have an obligation to do more than simply agree that police work is a high stress occupation. It seems to me that we have an obligation to try to dispel fear or give hope. What are your suggestions as far as successful strategies that have worked in the past or what we might do? And it might be legislative or not. It might be more community-oriented or family-oriented. What are some of the solutions to reducing stress?

Mr. ANDERSON. Our experience has been—and I am very much committed to this—providing psychological services, counseling to police officers and their family members as well, and training. So counseling and training.

Ms. KING. I would agree, continuing education is a must. Like me, no matter how prepared you think you are, it changes.

Mr. ZAVARAS. I think overall making services available—lots of which was here—available to all police officers. Because when you have that deviant behavior, when you have problems, it affects us all.

Mr. Smith. Dr. Reese talked about the idea of the four wellnesses. One was addressed by you all as far as having various services available, at the department or whatever it might be. How important do you think that the personal, the family, and the spiritual are?

Mr. Zavaras. I think that they are important. We have a wellness program within the department. In fact, we have a mandated physical fitness standard now for all new hires. We are in the process of working the old hires into it.

We have a Chaplains' Program. In reference to a question concerning that, our chaplains are a cross-section of the community——

Mr. Smith. So on-the-job training is not the whole answer?

Mr. Zavaras. No.

Mr. Smith. Thank you, Madam Chairwoman.

Chairwoman Schroeder. Thank you.

One of the things that came up in the first panel, someone mentioned about having a family advisory board that could look at police regulations and so forth and talk about how that was going to impact on family life—do we know of any police departments that have those?

Mr. Zavaras. Some departments have many academies. We have run many academies where we bring in spouses and family members. We have a Cops Committee which is a committee of police officers representing all areas of the department. I meet with them on a monthly basis, and we discuss issues of the department. We are in the process of extending it to the nonsworn employees of the department.

What may also be advantageous is to set a committee that was composed of family members so they also could have input. I think it is a tremendous idea.

Chairwoman Schroeder. Do you know of anything, Ms. Anderson?

Ms. Anderson. No, I don't.

Chairwoman Schroeder. I wanted to ask you about your adolescent support group, which you said was so successful. Is that voluntary?

Ms. Anderson. Yes. And it is children of officials and sworn individuals and police officers who come together, 10 of them at present. I know they have fun in there. It is unbelievable.

Chairwoman Schroeder. And they don't want to quit?

Ms. Anderson. No. As a matter of fact, they want to have a retreat the way that the married couples did so we are going to have to talk about that.

Chairwoman Schroeder. I tell you, I thank all of you so much for giving so generously of your time. We do want to make it very clear that the record is open for two more weeks so any ideas that people get we would appreciate. I think it is historic. I don't think the Federal Government has focused on this before. We are finding an incredible lack of information. I don't think there is anyone collecting this data for police forces, so you have as many different approaches as you do police forces in the country.

We are so fortunate to have the Riggs family here as consultants. If people want to submit testimony or any ideas that could be helpful, at least we can get that out to people as a beginning of consolidation of some data going on.

Thank you very much, and, with that, we adjourn the hearing.

[Whereupon, at 12:05 p.m., the committee adjourned.]

PREPARED STATEMENT OF HON. GEORGE MILLER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

In the 1990s, there is hardly an American family that does not endure the daily stress of balancing work and family. Day in and day out, families struggle to go to work, earn a living, and spend quality time with their children—most often without the flexibility or support from employers that would ease their burden.

For families who are increasingly isolated and vulnerable, family violence, substance abuse, or divorce strike frequently and harshly.

Those who work in occupations where the stress level is unusually high may suffer the most severe consequences. We are here today to explore how one group on the frontlines—police officers and their families—cope with the most extreme form of job stress.

The uncertainty and danger, the frequent violence, even the grueling work hours most police must endure, would send many people over the edge. But we have done little to study the effects of police stress on family well-being, let alone to help or support the families who must bear the tension.

Today the Select Committee heard new evidence confirming our worst fears—that domestic violence among families of police officers is exceptionally and tragically high.

Police departments are reluctant to acknowledge the problem, and the stigma associated with job stress and family conflict is overwhelming for the officer involved. The failure to recognize the problem has resulted in a failure to act. As a result, in most communities there is no place to turn for help.

Fortunately, there are a few efforts around the country that suggest we know what to do and how to do it.

The police department in San Jose, California, has had an in-service counseling program since 1971. Eight out of ten officers seek and are provided help for marital or family problems.

And I am pleased that the Select Committee is putting the record together to identify innovative support groups for teen children of police officers in Washington, D.C., and bold efforts to address family problems among police officers in Prince Georges County, Maryland, and Denver, Colorado.

Counseling and family support services are critical, but training for new recruits as well as veteran officers and their families can prevent serious problems from surfacing in the first place. The need for training to reduce and manage stress has been identified as the highest priority among police officers themselves. The Peace Officers Research Association of California is calling for more training to reduce burnout levels, inform supervisors how to recognize stress, and instruct officers in stress-management.

But when states are strapped for resources, training is the first to go. In California, there is a move to use the limited funds currently earmarked for law enforcement training to balance the state budget.

Those who risk their lives everyday to protect our families and our communities must have the opportunity to protect and support their own families. Training, counseling, and support services must be readily available to police and their families across the country.

This hearing begins to tear away the shroud of silence. I welcome the testimony and look forward to working with our witnesses and my colleagues on the Select Committee to find the solutions.

PREPARED STATEMENT OF FRANK R. WOLF, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF VIRGINIA, AND RANKING MINORITY MEMBER, HOUSE SELECT COMMITTEE ON CHILDREN, YOUTH, AND FAMILIES

I would like to commend Chairwoman Schroeder for holding this very important hearing and I regret not being able to attend.

I understand how difficult the lives of police officers and their families can be, because I grew up the son of a police officer. My father spent 20 years as a Philadelphia policeman, so the issues involved are of special interest to me. I believe the stresses and difficulties that our nation's police families face every day are often overlooked.

Police officers who commit their lives to protecting America's citizens deserve our deepest respect and appreciation as do their spouses and children. It takes a special type of dedication and conviction to be a police officer. The extremely difficult work, demanding hours, and course toward which a police officer steers in order to succeed, can at times make developing a strong family life a real struggle.

The combination of stresses involved in police work today are astounding. Some of these stresses include dealing with crime and traumatized victims, alternative shift work schedules, court appearances, unscheduled overtime, law suits, and working under the threat of physical danger. Often this environment can result in extreme pressure on both the officers and their families.

Along with the inherent stresses involved in everyday police work, police officers must deal with increasingly volatile situations on our nation's streets. Between 1985 and 1989, our nation's murder arrest rate rose by 16 percent while the percent of arrests made for aggravated assault rose by 32 percent.

Police families cope in a variety of ways. According to Peter Maynard, author of "Stress in Police Families: Some Policy Implications," the coping patterns related as most helpful to police families were: Doing things together as a family unit, adapting, developing strong interpersonal relationships, and self-reliance. A high level of trust was also very important.

When police families are experiencing difficulty in developing coping strategies, there should be avenues by which the police officer and their families can develop strategies to more successfully deal with this stress. Police academies could act as vital sources of support by training rookies to prepare for the future tension they will experience between job and family. Community-based peer support groups, individual counseling, critical incident management and employee assistance programs are important tools for assisting officers and their families. Police chaplains throughout the nation also provide invaluable services to police officers and their families.

Working with police officers and their families to strike a balance between professional and family life should be important goals of both the officers and their police departments. Because police officers and their families are made up of individuals, we need to recognize that not every program or tool will work to alleviate stress and keep the family unit intact. Participating in peer group counseling may be the best tool for one family, while visiting with the police chaplain may be the best option for another family.

Every day our nation's police officers are out on the streets defending us, trying to cope with increasingly violent and difficult situations. We are indebted to the police officers and the services they perform and we owe it to them to do whatever we can to help them successfully meet the many challenges they face.

I look forward to working in the future to further support our nation's police forces and their families and enabling them to carry out the services we as a nation depend so much on.

"Police Stress and Family Well-Being"

I. POLICE WORK: A DIFFICULT JOB AT BEST

Many sources of police stress such as the constant threat to an officers' health and safety, responsibility for protecting the lives of others, continual exposure to distressful situations, the need to be in control in explosive situations, and monthly shift rotations, are inherent in the nature of police work itself. (National Institute of Justice, "Coping with Police Stress," 1985, p. 4–5)

II. WHERE POLICE JOB STRESSORS ORIGINATE

Monthly shift rotations from day to "swing" or "graveyard" shifts not only requires biological adjustment, but also complicates an officer's personal life. (Coping with Police Stress, National Institute of Justice, 1985, p. 4)

Lack of consideration by the courts in scheduling police officers for court appearances which often interfere with officers' work assignments, their personal time and even sleeping schedules. (Coping with Police Stress, National Institute of Justice, 1985, p. 5).

Officers sometimes see themselves as having fewer rights than the criminals they apprehend. "The rigid requirements of the legal system force the police officer into a narrow path of procedures which must be performed flawlessly. Police families know that the accused is not really on trial, but rather the job performance of the police officer. (Kennedy, "Police Marriages: Hazardous Duty?" Law and Order, 6/86, p. 55)

Between 1985 and 1989: Murder arrest rate rose by 16 percent; forcible rape rate rose by 7 percent; robbery offenses rose by 16 percent; and aggravated assault offenses rose by 32 percent. (Uniform Crime Reports, "Crime in the United States", U.S. Department of Justice, 8/5/90.)

While the number of crimes has increased, a Justice Department study showed that big-city police departments employed about 2.3 officers per 1,000 residents in 1987, compared with 2.4 a decade earlier. (U.S. News & World Report, "Cops Under Fire," 12/3/90)

There are more violent criminals, armed with more potent weaponry, showing more contempt for police. "Increasingly, police feel trapped between rising crime rates and an angry citizenry demanding immediate solutions to intractable problems. The FBI says reported violent crime rose 5 percent in 1989, even as law-enforcement officers made 7 percent more arrests than in 1988." (U.S. News & World Report, "Cops Under Fire," 12/3/90, p. 34)

III. HOW SUCCESSFUL POLICE FAMILIES COPE

Both husbands and wives in police families have very similar coping patterns. The coping patterns rated as most helpful were: Doing things together as a family unit, adapting, developing strong interpersonal relationships, and self-reliance. For police couples to stay together seems to call for a high level of trust and a large amount of adapting behavior. The police officers' coping style heavily emphasized family life. (Maynard, Journal of Police Science and Administration, Vol. 10, No. 3, 1982, "Stress in Police Families: Some Policy Implications," p. 310)

"Since the police family lifestyle is atypical; it is probably that there will be more adjustment necessary for family members and more areas of conflict to resolve. If, during the early years in the relationship, a process for dealing with conflict is not maturely developed, anxiety and discomfort mount. The parties of the relationship must work discomfort mount. The parties of the relationship must work out developmental tasks which were not addressed at an earlier, more appropriate time." ("High-Risk Lifestyle: The Police Family," by Special Agent, Roger L. Depue, FBI Law Enforcement Bulletin, August 1981, p. 11)

The need for balance among occupational, family and individual needs is of utmost importance for the police family. The potential dominance of the police role is a clear challenge to this delicate balance. FBI Agent, Robert DePue states, "The job does not take precedence over the family, the job takes its place in the total balanced developmental scheme." ("A Police Wife's Guide to Survival," Law and Order, July 1986, p. 23)

IV. HOW COMMUNITIES CAN SUPPORT OUR POLICE FAMILIES

Peer support groups and family seminars such as "Family Life Seminars" in Rockford Illinois involve officers and their spouses in discussing the components of police work that typically cause stress and strain in family life. (William Wentink, Police Chaplain, Rockford, Illinois)

Police Chaplains are a primary means of support for many police officers and their families. The International Conference of Police Chaplains has over one thousand members nationwide who service officers and their families and there are hundreds of other chaplains working with police families nationwide. (International Conference of Police Chaplains, Livingston, Texas)

"The greatest life the nation could give its police is the promise that when they do their jobs well, it will amount to something . . . Currently for every 100 felony arrests, 43 are typically dismissed or not prosecuted. Of the remaining 57, 54 are disposed of by a guilty plea. Only 3 go to trial, of those, 1 is acquitted and 2 are found guilty. And of the 56 convicted, 22 typically get probation, 21 are sentenced to a year or less of prison and only 13 are sentenced to prison for more than a year." (U.S. News & World Report, "Cops Under Fire," 12/3/90, p. 44)

[Article entitled: "High-Risk Lifestyle: The Police Family" from FBI Law Enforcement Bulletin vol. 50, dated August 1981, by Roger L. Depue, special agent, Behavioral Science Unit FBI Academy, Quantico, VA, is retained in committee files.]

[Article entitled: "Cops Under Fire" from U.S. News & World Report, December 3, 1990, by Gordon Witkin, et. al, is retained in committee files.]

PREPARED STATEMENT OF SUZANNE F. SAWYER, EXECUTIVE DIRECTOR, CONCERNS OF POLICE SURVIVORS, UPPER MARLBORO, MD

Honorable committee chair and members, I am delighted to have my testimony included as part of the record on this Select Committee on Children, Youth and Families investigating police stress and family well-being. I am married to a 20-year veteran of the Prince George's County, Maryland, Police Department and have been active in local, state, and national police support organization activities for 18 years. In 1981, following my election as National Secretary of the Fraternal Order of Police Auxiliary, I proposed that our organization sponsor the Annual National Peace Officers' Memorial Day Service. I have coordinated that activity since its inception. I served as National President for the FOP Auxiliary from 1985-1989 and was responsible for organizing Concerns of Police Survivors, Inc., a national, peer-support organization comprised of the surviving families of law enforcement officers who were killed in the line of duty. I have also served as Executive Director of COPS since its inception in 1984. I have talked with thousands of law enforcement officers and thousands of police spouses involved with many of the functioning law enforcement organizations. I feel my years of involvement with law enforcement family support groups gives me the credentials to speak in behalf of law enforcement families nationwide.

We have all heard the psychologists and researchers talk of the need for psychological services to be readily available to law enforcement families and that police families need to be more aware of the signs and symptoms of unresolved stress and trauma in their loved one who serves law enforcement. I wholeheartedly agree with these experts. But I also know the number one obstacle to any family involvement in resolving the issues will come from the officers themselves. Some officers have actually forbidden their spouses to become involved in support organization work. They label these support groups as "hen parties", "coffee-clutches". And as long as spouse support groups are willing to serve cookies at police department and police organization functions, these spouse groups are acceptable, bearable. Family support groups know the issues----substance abuse within law enforcement, spouse and child abuse, extra marital affairs, the need for the family to know what their officers confront on the streets----and we know they need to be addressed. But we are kept from addressing these issues because mere mention of them will only bring more criticism to bear on our organizations. And that criticism will actually come from the officers themselves!

Police spouses need to be educated about the signs of alcohol and drug abuse. Trust me, we know when the abuse is there; we just don't know where to find the help. We need to be educated on how we can help our officer following a traumatic incident. We find police spouses cut out of the support role when the "buddies" step in to help the officer through the tough times by taking the officer to "choir practice" their way of dealing with stress. We're treated like we aren't a part of it all---yet it effects our families severely. We need to know about the changes officers go through during their career. We need to know how to bridge that communications gap once it begins developing. And, should our spouse abuse us or our children, we need to know where to find help.

I remember years ago being approached by two police wives that had been physically abused by their husbands. They stated they wanted to file charges and were discouraged by their husband's commanding officers because "they really didn't want to hurt his career". They asked for help and I didn't know where to send them. I didn't know what psychological services were available to them through their department or how they could bring charges against their spouse. I know now where to send them and wouldn't hesitate to encourage them to take action.

Over my 18 years of involvement with law enforcement, I have seen hundreds of marriages dissolve. The following statement is so true: "I know more police officers that have left their spouses for the job than police officers that have left the job for their spouses."

It is my belief that over the years we have stressed the importance of the job in officer training and we have forgotten that the police family even exists. Law enforcement is now suffering the effects of that. We need the family to be part of this law enforcement community. Officers cry for support from the community; yet they choose to keep their families in the dark about the real issues of law enforcement. And these families should be their number one source of support!

I remember years ago going to an orientation for police wives when my husband was coming on the department. One young wife asked, "If something happens to him...if he's killed...what benefits are available?" The instructor responded, "Don't worry, honey. You'll be a rich widow!" In my years of working with Concerns of Police Survivors, I find that statement to be a myth. Because benefits paid to families depend on HOW an officer dies. And many times, those benefits aren't anywhere near what people think they are. Ask any young widow with children today. She'll tell you that she may have a pension of $1,400 per month tax free coming in each month. And then she'll tell you that she's paying nearly $400 a month for health care. And the health care falls far short of meeting the expense of psychological counseling she and her children may need following the line-of-duty death of their loved one. And that's for a line-of-duty death---a hero's death. What about the families whose officer dies of a heart attack or suicide? The benefits are worse because there are no state and Federal line-of-duty death benefits paid to that surviving family.

A few years ago an officer was killed by a mentally deranged man that had met all members of the officer's family. The young son was institutionalized over the tragedy and counseling fees of $9,000 had to be paid out of pocket by the family. COPS, through a grant from Ronald McDonald Children's Charities, is developing a program to extend financial assistance to police surviving families whose children need psychological counseling. But we've not overcome the stigma involved with seeking counseling---that police stigma even effects surviving families. And one the program takes off, our monies will fall far short of the need. But why are these surviving families having to pay for this counseling at all? Didn't their officer die in the line of duty? Shouldn't the agency or the governmental unit be providing the care? I think so!

In a study done by Concerns of Police Survivors in 1985, we found that 59% of our police surviving widows showed symptoms of post-traumatic stress disorder. But only a third of the departments that had psychological services units provided counseling to the surviving family. Agencies that did not provide counseling said the deceased officer was no longer "an employee of the department" that contracted for this counseling service. A sad commentary for law enforcement! With an average of 150-160 law enforcement officers dying in the line of duty each year, can't we provide something in the way of fully-paid counseling services for these traumatized families? And are the effected co-workers receiving the counseling they need? Often not! There simply are not enough departments with psychologists nor peer-support groups nor critical incident stress de-briefers available to handle the workload. COPS is receiving more and more requests to find psychological support for departments following a line-of-duty death. And we're very lucky that we've been able to make referrals.

Concerns of Police Survivors has published a 16-page handbook, "Support Services to Surviving Families of Line-of-Duty Death", which encourages agencies to develop general orders addressing the handling of line-of-duty death. The handbook begins with death notification and ends with suggestions on continuing follow-up with the family even years after the death. Nearly 25,000 copies of that handbook are in circulation. The Fraternal Order of Police Auxiliary has developed a "Critical Incident Handbook" which helps police families organize their personal affairs. It suggests talking about funeral plans, etc., just in case. But the FOP Auxiliary lacks the funding the publish the handbook. We feel it is vitally important for police families to know the benefits available to them and to prepare for the worst law enforcement might bring. We believe each family should know the benefits available to them for retirement, line-of-duty death, or permanent disability. Unfortunately, police families find out much too late what benefits actually are. And they are no where near what the officers themselves believe them to be.

Psychological counseling for police officers and their families? Yes, a must! Psychological counseling for the surviving spouses and children? Yes, a must! De-briefing for officers and families following a critical incident? Yes, a must. De-briefing for fear-stricken spouses of officers still working the streets following a critical incident or a line-of-duty death? Yes, a must. How can these families continue to send their officer out on the street when their fear is of paramount concern? Education for police spouses on the issues that lead to abuse, emotional distress, burn-out, and police brutality? Yes, a must! Education and counseling for police families on how to deal with traumatic incidents their officer has been involved with? Yes, a must! Once we address the issues that really make a difference in police officers' lives, we will see a difference in law enforcement and law enforcement officers' lives. I truly believe the rate of divorce will go down, along with the suicide rate. Humanizing our departments by letting officers be in touch with their emotions will also, I believe, decrease the incidents of brutality that we hear of. These committee hearings are asking law enforcement to do a difficult thing: to admit that law enforcement officers are only imperfect humans, doing one of the most difficult people jobs in the world. But we need to admit to the citizens we serve that cops are people, too!

It's been the frustration of the job, the criminal injustice system, the tending to more heinous crimes than ever before, the slaughter on our streets, the growing evidence that crime does pay, and the lack of respect for a difficult job that has brought law enforcement to these troubled times. Trauma and degradation has been inflicted on America's law enforcement officers by fellow Americans. So now the question must be asked: How can America help us cure our ills?

PREPARED STATEMENT OF POLICE CHIEF WILLIAM K. STOVER, ARLINGTON COUNTY POLICE DEPT. ARLINGTON, VA

The Arlington County Police Department has taken several steps to reduce stress among its police officers and their families. I would like to take this opportunity to outline the stress management training that is provided to our officers at various levels of their careers.

Newly hired officers receive eight (8) hours of stress management training as a part of their recruit training at the Northern Virginia Criminal Justice Academy (NVCJA). This training covers conflicts that could affect the new officer and his/her family.

Four (4) different forty(40) hour courses are available to officers as they gain experience. These courses are available through the NVCJA and attendance can be used to satisfy the Virginia State certification requirement that officers receive forty (40) hours of training every two (2) years. These courses deal with stress in a variety of forms, but all help in managing the personal and job-related stress of the law enforcement officer.

One of these courses is designed to assist pre-retirees in successfully planning for post-retirement life. This course helps to prepare officers for this very stressful life-style change.

To help officers recover as quickly as possible from the stress of critical incidents our department has formed a Critical Incident Stress Debriefing (CISD) Team. The CISD Team consists of police officers, personnel from our Emergency Communications Center, and local mental health counselors. CISD Team members have received special training regarding critical incident stress and its effects on public safety personnel. The Team is prepared to respond to the scene of an incident or as follow up shortly after an incident has ended. By speaking and, more importantly, by listening to those who have experienced the stress of an incident, the CISD Team can help to defuse the anxieties and tensions that are normally produced through involvement in critical incidents.

Follow-up sessions can be set up to counsel employees once the crisis is over. The families of the employees are not forgotten: they too can participate in debriefing sessions conducted by the Team. In these family sessions attention is focused on helping the family understand what their loved one has been through, and how to best handle emotional problems that may arise.

In February 1991, the spouses and "significant others" of our SWAT team members got together on an informal basis to learn more about how our SWAT team functions and what the role of the CISD Team will be in the event the SWAT team members are involved in a critical incident. By providing this information before it was needed, we found that stress among the spouses and "significant others" of SWAT team members was significantly reduced. We are now considering offering this type of "training" to family members of any interested employee of the Police Department.

To help officers and their families deal with stress more effectively, in 1984 our department hired a police psychologist. Dr. Jack Kitaef, who has served in that position since its inception, has provided the following comments:

> Police officers are different from the average citizenry in many respects. As symbols of law and order in society, police officers are charged with very profound duties and responsibilities and are placed under very unique kinds of stress. Some of these would include: the duty to enforce the law under all circumstances; the responsibility for protecting the lives and property of others; the constant presence of a gun; continual exposure to people in pain and distress; and the need to always control one's emotions, even when provoked. These are but a few of the characteristics which make police work and police officers 'different' and 'set apart' from the average person. These are also some of the reasons for the high stress levels associated with police work. These stressors and demands on officers do not seem to stop with the officers themselves but extend to their families as well. The result can be a double dose of stress in that not only does the nature of police work tend to alienate and isolate the officer from his family, but the officer is simultaneously in much need of family support and nurturance.
>
> Being constantly aware of the possible negative effects of police work on police families and the concurrent need of family support by police officers is essential for police departments in general and for the police psychologist in particular.
>
> The Arlington County Police Department is continually concerned with both minimizing any negative effects of police work on the police family and in keeping the police family intact, strong, and emotionally healthy. The departmental psychologist regularly contributes to this effort by (1) psychologically screening police applicants and selecting candidates who would be least affected by the rigors of police work and who are most likely to make a positive and constructive contribution to the department, the family, and the public good; (2) providing counseling to any police officer experiencing difficulty on the job (or at home) or to any officer requesting assistance at any time; (3) by keeping the welfare of the entire police family unit in mind during any counseling sessions; and (4) by providing individual, marital, and family counseling and therapy for the officer and his/her family at any time.

Two other resources are available from the Arlington County government for officers who need assistance in dealing with stress. The first is the Employee Assistance Program (EAP). By contacting the EAP coordinator, an employee can be counseled directly or referred to any number of programs tailored to meet the employee's individual needs.

The second resource is available from the County's Department of Human Services (DHS). DHS routinely provides a number of Emergency Mental Health Counselors who are available 24 hours a day to respond to various situations in Arlington, often at the request of the police. These Emergency Mental Health Counselors have been invaluable in providing on-the-spot treatment for those in need.

Arlington County police officers have also benefited from the DHS program. Often, when not on calls, the Emergency Mental Health Counselors will ride along with officers on their patrols. During conversations between the officer and counselor, the officer has the chance to ventilate his/her frustrations about the job to someone who has experience in the field. At the same time, the counselor can help the officer overcome any unusual stress and guide the officer to outside resources, if necessary.

Response From Leanor Boulin Johnson, Ph.D., to Request From Chairwoman Patricia Schroeder

I have two major suggestions in response to Chairwoman Schroeder's request for policy relevant ideas. First, to overcome the spouses perception of the department's insensitivity to the needs of police families, the police department should establish a family advisory board similar to the Family Liaison Office instituted in 1981 by the U.S. Army. Such a board would provide male and female spouses with an official policy voice for addressing family issues proactively. Concurrently, it would minimize the presently ineffective reactive spouse responses to policies which unintentionally and adversely affect police families.

Second for fear of hurting the police officers career or tarnishing the image of the police profession, the officers, police spouses and children in trouble (domestic violence, alcoholism, suicide, etc.), too frequently suppress their needs until it is too late. Thus, they do not receive the help they need from the agencies that can best serve them. What is needed is a nationwide hot line for police families which will provide immediate help while protecting their need to keep their problems within the police community.